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Customs Today

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Department of the Treasury U.S. Customs Service Fall 1986 Volume 21, Number 3

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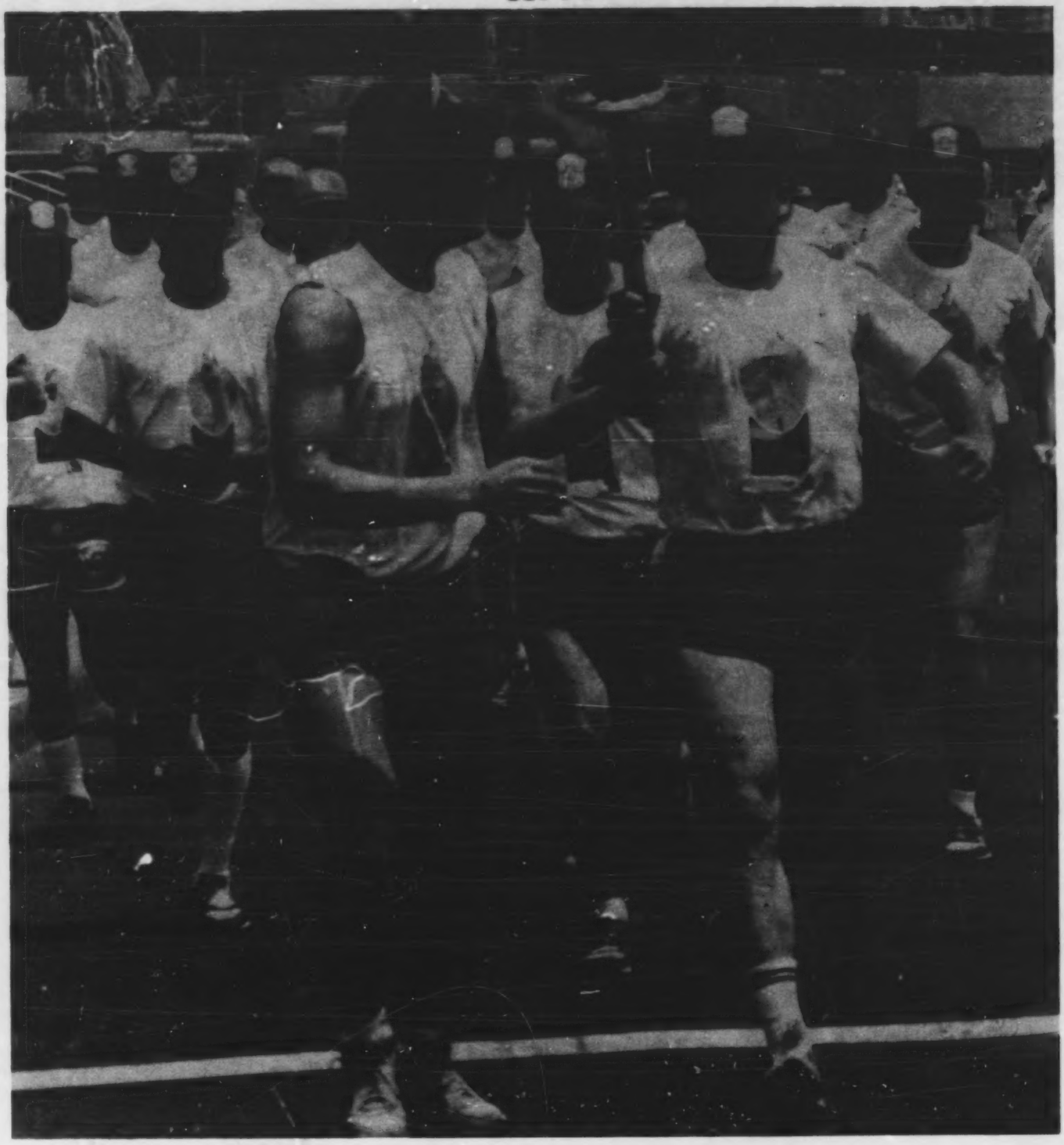

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Cover

In Washington, D.C. the Law Enforcement Torch Run attracted 25 enforcement agencies, hundreds of participants and countless spectators. Customs cheered Mark Garrand, taking the torch to pass on to the other 25 Customs employees who ran for Special Olympics.

What is the best known symbol of U.S. Customs? The uniformed inspector at the airport or land border. Over 4,670 inspectors are the most visible and best known employees of the Customs Service. Many individuals, however, do not appreciate the range of laws we enforce and the diversity of our major customers, the traveling public and the trade community.

Customs inspectors, though the most visible members of the Office of Inspection and Control, are not the only ones. This issue of Customs Today explores the full range of I&C activity, from inland operations to the canine program.

Because inspectors are stationed at all air, sea and land ports of entry into the United States, they are frequently the first to implement new Customs programs. This issue will focus on such innovative programs as devanning, along with newly enacted legislative mandates to collect service fees for Customs activities.

I&C has used the expertise of its inspectors to pioneer many innovations. The Operational Analysis Staffs nationwide are developing the enforcement data base for the Automated Commercial System (ACS) Selectivity program. Contraband Enforcement Teams (CET) repeatedly produce large narcotics seizures, like the 500-pound cocaine discovery featured in this issue. The officers in our international mail operations have recently come under I&C and have proven to be a most impressive enforcement component, particularly with narcotics and pornography.

Our canine program, as popular as it is effective, has expanded in recent years so that we are now training canine enforcement teams at a second facility in the West.

Working with the Armed Forces, Customs oversees a massive military Customs inspection program. Some of the techniques that have made the military procedure so effective have been incorporated in the air and sea carrier initiatives. Major sea carriers, such as the Grancolombiana Lines, and the air carrier members of the Air Transport Association have officially joined Customs in the war against drug smuggling and terrorism by signing joint agreements to beef up security and police their own planes and boats for contraband.

Within Customs, I&C and the Office of Enforcement have teamed in special operations of incalculable value. Two of these operations, Exodus and Buckstop, are featured in this issue of Customs Today.

You may have read in recent news articles that Customs has taken steps to increase the public awareness of the growing drug threat on our southwest border. In response to the increased threat, Customs will soon be adding hundreds of officers, over a dozen new planes and millions of dollars in badly needed equipment. We are also launching a well-coordinated public awareness campaign, You *Can* Help!, along the 2,000-mile border. This campaign will complement the President's call for a Crusade against drug abuse and the recent announcement of Operation Alliance — an all-out coordinated effort of Federal, state and local law enforcement agencies along the border.

Customs inspectors will, of course, play a major role in Operation Alliance, along with agents, investigators, dog handlers, intelligence officers and patrol officers. Each of you, can and should take part. Just as Customs inspectors watch for suspicious activity among individuals entering the United States, you too can be alert to suspicious activity in your community. You too can help by making drug abuse and its impact on all of us a topic in your homes, schools and social gatherings. You *Can* Help!

William von Raab

William von Raab
U.S. Commissioner of Customs

CustomsToday

Department of the Treasury
U.S. Customs Service
Fall 1986
Volume 21, Number 3

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Customs Today, the official magazine of the U.S. Customs Service, is published quarterly: spring, summer, fall and winter by the Public Services Branch of the Information Services Division. Address letters and contributions to: Editor, Customs Today, U.S. Customs Service, Room 6311, Washigton, D.C. 20229.

Photo Credits

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The Secretary of the Treasury has determined that publication of this periodical is necessary in the transaction of the public business required by law of the U.S. Customs Service.

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Centralized Devanning

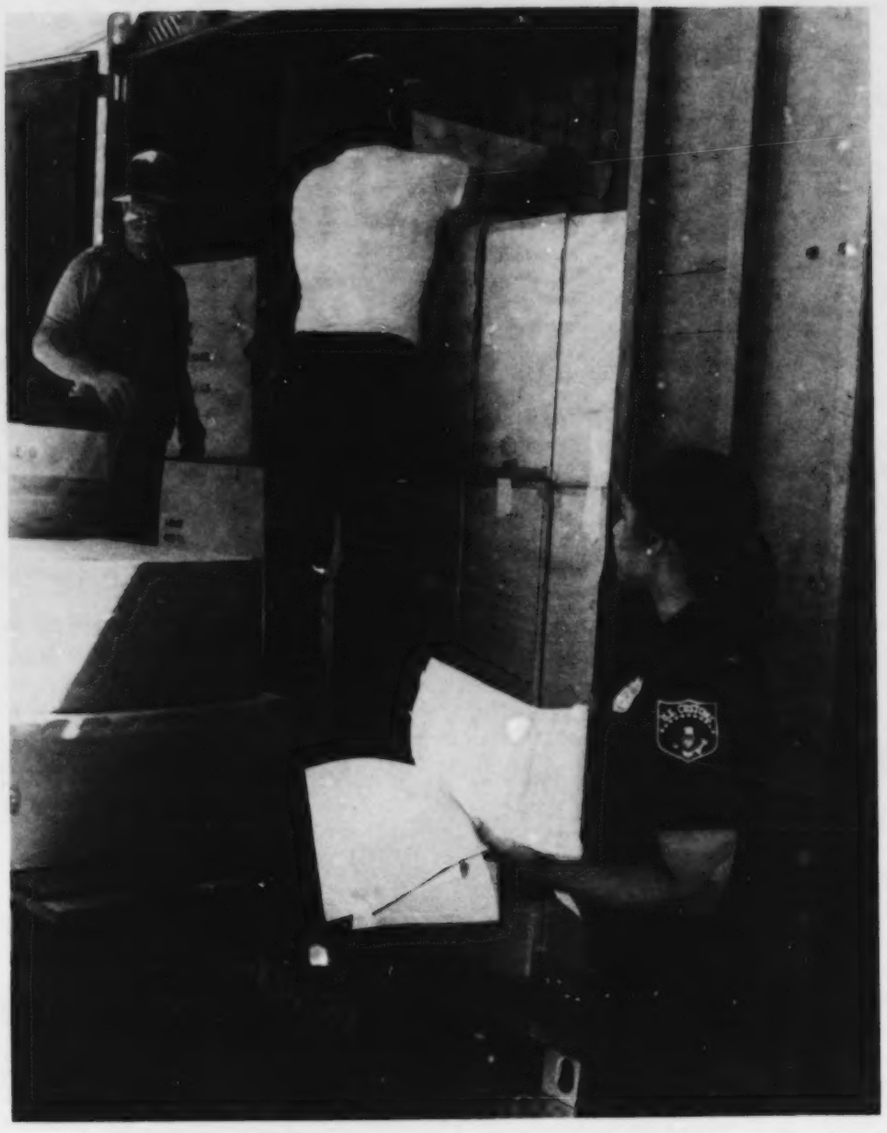
by Thomas S. Winkowski

Cargo selectivity will continue to be a primary objective in Customs enforcement and facilitation of international cargoes entering the United States. The development and nationwide expansion of cargo selectivity demonstrated Customs commitment to mold selectivity and enforcement into daily cargo processing operations. With selectivity, Customs proved that its personnel can improve enforcement efforts while simultaneously expediting the release of cargo.

The concept of specialty teams and centralization were products of the Model Seaport Program. They represent the organizational approach to managing selectivity. The nationwide expansion of various components of Model Seaport has promoted the redirection of inspectional resources from paper-intensive activities to a more flexible mobile inspection and enforcement operation.

Through testing, training and experience, the Customs Service has effectively shifted its inspection and examination role from cursory tailgate examinations of most cargo to fewer but more intensive high-risk containerized examinations. The theme of concentrating on high quality examinations rather than the quantity of examinations is what is now viewed by Customs as a viable approach to a strong enforcement and selectivity concept. This must be done in the context of continually increasing workload and frequent shifts in the volume, mode and intensity of cargo flow. Further, this must be accomplished in the context of static or actually decreasing inspectional manpower.

The examination of containerized cargo has always presented unique operational problems for the Customs Service. Traditionally, when containerized shipments were targeted for a complete devanning, inspectional resources traveled to the importer's premises to perform such examinations. As a result, the following problems were encountered:



CI Carla Brooks supervises the transfer of high-risk containerized textiles being unstuffed at the CDS.

- Facilities at the importer's premises were often inadequate for performing examinations.
- Delays in getting cargo released pending intensive examinations were encountered.
- Laborers at the importer's premises would not cooperate with Customs officers.
- Extensive inspector travel time was being encountered.
- Such examinations were not cost-effective in terms of resources management.
- Tampering with cargo pending intensive examination posed a problem.

Under the centralized devanning program, high-risk containerized cargo targeted for devanning is now examined at a Customs controlled facility (i.e., centralized devanning stations) located within the port, rather than at the importer's premises. All costs associated with the devanning are incurred by the importer or his agent.

The number of centralized devanning stations was determined jointly by Customs and the trade community and was based on the size and workload of the port.

By performing examinations at centralized devanning stations, the

Inspectors Lindsey Spencer (middle) and Larry Moore review invoices prior to conducting their examination.

Customs Service has realized the following benefits:

- Intensive examinations can be conducted with minimum delays.
- Better containerized examinations can be performed.
- Customs now has secure surroundings to conduct examinations.
- Extensive travel time and cost for inspectors and enforcement teams have been eliminated.
- The tampering of containerized cargo pending intensive examination has been reduced. □

Thomas S. Winkowski has just become the Assistant District Director for Inspection and Control in Los Angeles.

These photographs depict operations at the Centralized Devanning Station (CDS) in Baltimore, located at the Dundalk Marine Terminal. CET Inspectors Elmer Armstrong (left) and Phyllis McQuay are looking closely at this high-risk cargo, brassware from India.

Carrier Initiative Signed by Grancolombiana

by Jerrold O. Worley

On May 29, 1986, Commissioner von Raab signed a memorandum of understanding with Flota Mercante Grancolombiana regarding the prevention of narcotics smuggling aboard vessels directly operated by Grancolombiana.

The signing of this carrier agreement with Grancolombiana marks the high point of the Office of Inspection and Control's efforts to secure the active cooperation of sea carriers in our battle against narcotics trafficking. The memorandum of understanding obligates Grancolombiana to take specific measures to prevent narcotics smuggling aboard its vessels.

Grancolombiana has always been viewed as one of the highest risk sea carriers. The shipping line is located in Colombia and their vessels and crew members have been involved in many seizures of cocaine and other narcotics. To understand the nature of the threat presented by Grancolombiana, 36 percent of the cocaine found aboard commercial vessels or on crew members between 1980 and 1984 came from Grancolombiana vessels. The Customs Service even seized two Grancolombiana vessels, one in Los Angeles and one in Houston, due to involvement by Grancolombiana employees in cocaine smuggling.

Happily, under a new corporate leadership headed by Enrique Vargas, Grancolombiana has made a commitment to do all that it can to deter and detect narcotics smuggling aboard its vessels and by its crew members. The number of seizures from Grancolombiana vessels has dropped substantially and the company is cooperating fully with Customs by passing on information and searching its ships.

There will still be seizures from Grancolombiana vessels due to the pervasive presence of cocaine in Colombia. However, Grancolombiana's management has joined the battle with Customs against the narcotics traffickers and, to the extent they succeed, they will make the job of Customs easier. The carrier initiative program is paying off in terms of seizures based upon prior information and less smuggling aboard commercial carriers. □

Jerrold O. Worley is Assistant District Director for Inspection and Control in Tampa.

The Flota Mercante Grancolombiana has joined the war on drug smuggling. Representing the shipping line, Enrique Vargas (left) signed a memorandum of understanding with Commissioner von Raab. Colombian Ambassador Francisco Posada de la Pena signals his agreement with a handshake.

Initiatives in Border and Airport Security

Customs jurisdiction encompasses enforcement against persons committing terrorist-related crimes where those individuals violate laws relating to passport fraud, arms and munitions exports, illegal currency transactions or navigation. Investigations in these areas are commonly joint efforts.

In addition, Customs provides support to other agencies, such as the FBI, Secret Service, INS and the U.S. Coast Guard, that are charged with direct investigative and protective antiterrorism duties. Furthermore, as a principal Federal border protection agency, Customs is in a position to deter and stop attempts at infiltration into the United States by terrorists. Similarly, Customs presence at our borders and ports has necessitated the development of security and contingency plans to prevent the use of a Customs facility as the setting for a terrorist incident and to respond effectively to any incident that does occur.

As a major participant in the Anti-Terrorism Assistance (ATA) Program managed and funded by the Department of State, the Customs Service has been providing foreign government officials at both management and working levels with insights and training in preventive measures and detection profiles.

The ATA program often entails experienced U.S. Customs officers traveling to a foreign country to provide supervisors with relevant technical training.

Customs has also committed resources on a reimbursable basis with the Department of State to train explosive detector dogs and dog handlers for countries participating in those programs.

Score for Operation Buckstop

With a mandate against narco dollars, Customs officers seized more than $15 million in this joint enforcement operation in just 2 months, February and March 1986. Failure to comply with reporting requirements for outbound negotiable instruments led to the felony arrest of 32 individuals.

Buckstop pooled the talents of Customs inspectors, intelligence analysts and special agents. Before the operation began, teams converged for training coordinated by the Miami Special Agent in Charge office. Their training manual, The Buck Book, covered topics such as commercial cargo and private aircraft examinations, 72-hour investigative followup and successful prosecution strategy.

Buckstop reinforced the prevailing view that narco dollars are being smuggled out of the United States into narcotic source and bank haven countries. Not surprisingly, Customs considered Operation Buckstop an unqualified success. □

Cold cash—A Buckstop team in Los Angeles found $2,334,520 in an air conditioner and portable air cleaner being shipped to Brazil via Panama. In another Los Angeles case, the money was hidden in the bottom of a homemade pallet containing frozen crabs destined for Panama. The defendant in that case was sentenced to 5 years in prison.

Role of the Operational Analysis Staff

In the fall of 1981 the New York Region created an Operational Analysis Staff (OAS). The staff fulfilled the operational need to analyze internal Customs information and processes in order to identify targets for enforcement exams and procedural loopholes which would create enforcement risks.

Based on the success of the New York OAS, staffs were established in 15 additional districts in 1983 and began doing similar analyses and studies. They targeted commercial as well as narcotics enforcement risks in passenger traffic as well as cargo.

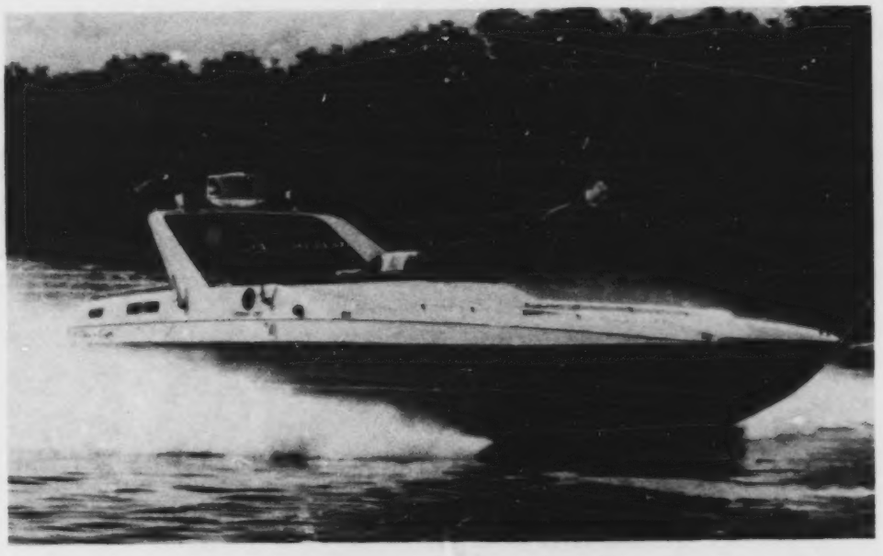
Based on the expertise demonstrated by the OAS staffs and also on the need for full-time attention to the enforcement database in ACS (Automated Commercial Systems) Selectivity, in July 1985 the OAS's nationwide were given the responsibility of creating ACS Selectivity local enforcement criteria records.

New York OAS was given the additional assignment of managing the national enforcement data in ACS and receiving referrals for national criteria records from all other OAS's. Information with potential for ACS criteria records flows from all Customs entities to the local OAS and from the local OAS to the New York staff when national coverage is required.

In addition to receiving information from all Customs sources, OAS is striving for feedback from users and constant evaluation of the ACS criteria and exam results. The goal is a comprehensive, up-to-date database which meets the enforcement and facilitation needs of Classification and Value and the Office of Enforcement, as well as the Office of Inspection and Control. □

High-Speed Interceptors Join the Fleet

In 1986 Customs purchased six 30-foot ChrisCat catamaran interceptors like the one pictured. Equipped with the latest communications, navigation and electronics equipment, the boats are to operate in inland and offshore waters in seas up to 3 feet. They are powered by a pair of Mercruiser 370-horsepower engines, will cruise at 55-60 m.p.h. and reach top speeds of 75-80 m.p.h. The boats have been deployed to marine stations in the Miami District.



Customs to Test Diesel Interceptors

Customs is testing the feasibility of diesel-powered interceptor vessels for drug interdiction. The first diesel interceptor, a 42-foot vessel manufactured by Sunbird Marine, has been assigned to the Ft. Myers, Fla. marine module. Another has been delivered to the marine station at Cherry Point, N.C. The boats are powered by two 300-horsepower turbocharged Saber Diesels, and are capable of speeds up to 55 m.p.h. Unmarked, the vessels blend into the marine community. In only minutes, Customs officers can add sideboards and blue light to the vessel, don Customs raid jackets and caps themselves and go from covert to official.

Blaine Inspectors Stop Vehicle Thief

by Thomas E. Shelton

Training and experience, a gut feeling that something's wrong, a series of discoveries and observations that support progressive and articulable suspicion—sometimes, when these are professionally blended with determination, a Customs inspector is able to move through a confusion of obstacles to make an arrest or seizure against mighty odds.

Such an inspection took place at Blaine recently when a travel-worn individual arrived at the port of entry as the sole occupant of a Mallard motorhome. The vehicle appeared new and sported a current Vermont license plate.

The man's responses to the usual questions were brief, accurate and to the point. He presented a logical story about where he had been, where he was going and what he intended to do there. Something in his appearance and response, however, caused Inspector Terry Clarke to ask several more questions, and he became suspicious that something was wrong. The man was referred inside the building for Customs secondary inspection.

Inside the Customhouse, Inspector Allen Outrander entered a TECS query and received an immediate, positive hit for an NCIC fugitive. It was a local warrant from Windham, Maine, however, and extradition was limited to the New England area.

The Search for Leads

In the man's pockets were several items: a Texaco credit card, a Bell Telephone credit card, three checks drawn on a New Hampshire bank (value $2,450), two checks drawn on a Nova Scotia bank (value $1,550), vehicle registration for a 1979 Winnebago motor home and vehicle registration for a 1986 Monitot.

The two New Hampshire checks had been stolen, although the owner had not known they were missing. The Hookset (N.H.)

Identifying the Thief

Gradually, the time-consuming effort began to pay small dividends. The man was known to police in New Hampshire, Maine and Massachusetts as a vehicle thief. He specialized in motorhomes and his M.O. was to test drive a vehicle, have a key made and return during the nighttime hours with his own key to drive it away. There was no record, however that the motorhome in question had been stolen.

Supervisory Inspector Jay Brandt was following the activities of Outrander and Clarke with increasing interest. For at least 7 years, Brandt had been involved successfully in border-related auto theft cases. The complexities of the case at hand had captured his attention. He too believed the motorhome was stolen.

Another series of telephone calls to the New England area was in progress when an incoming call was taken by SCI Brandt. A Massachusetts state trooper identified the suspect by photo and name as having stolen a Mallard motorhome in Hatfield, Mass. He would prepare an extradition request as soon as possible.

The Drug Link

A name written on a crumpled piece of paper turned out to be a documented Canadian drug trafficker, but that too ran its course without effect. Contact was made with a Canadian Mallard dealer who had computer access to all new Mallard factory deliveries. The one parked at the port was not listed as a Canadian vehicle. More phone calls were made and the Massachusetts state trooper who'd called earlier was urged to call the local Mallard dealer at home to confirm the VIN and color of the motorhome that had been reported stolen there.

Within minutes, the trooper called back that the dealer had erred in his original stolen vehicle report. He said the vehicle style, VIN and color all matched the one being detained at Blaine. The dealer had accidentally listed the vehicle information from the wrong registration document. The one he'd reported stolen had been legally sold to someone else. The Office of Investigations was notified, the suspect was informed of his Miranda rights and he was placed under arrest. But the case was far from closed.

As Terry Clarke was leaving the building for a train assignment, the prisoner called him from the detention cell. He mentioned the Canadian drug trafficker whose name was written on the crumpled sheet of paper. He stated that he was involved in the movement of 15 kilos of cocaine from the United States to Canada. He asked Inspector Clarke to call a DEA agent—he wanted to make a deal. Customs special agents and a DEA agent interviewed the prisoner and decided to escort the man and the stolen motorhome to the Los Angeles area where delivery of the cocaine was to take place.

The inspection did not result in a record-breaking seizure or a dangerous arrest. It wasn't even a Customs case. Like a large percentage of Customs inspectional work, it was done for a variety of outside agencies.

But it was an excellent example of public service law enforcement and most important of all, it was a quality inspection. In two brief hours, while accomplishing a range of other responsibilities, the inspectors followed up on every lead until they'd transformed gut feelings into confirmed evidence. The officers involved can take pride in the knowledge that their powers of observation, intelligent application of job knowledge and persistence stopped a professional vehicle thief and would-be drug smuggler in his tracks. □

Prior to assuming his current position, Assistant District Director for Inspection and Control in San Diego, Tom Shelton was a supervisory Customs inspector in Blaine.

$40 Million Cocaine Bust

by Janet Rapaport

Rolling paper is usually associated with joints of marijuana. This time one of the largest cocaine seizures in the New York area—500 pounds—resulted from Customs investigation of a suspect shipment of 36 rolls of paper in May.

New York's Contraband Enforcement Team (CET) became suspicious of a shipment of rolls of paper packed in a large container on the Colombian ship, *Simon Bolivar*, that had docked in Brooklyn on May 2. Some of the 36 rolls sounded hollow when tapped by the inspectors, even though, it was discovered later, they had been lined with lead to make them seem as heavy as the other rolls of paper.

Narcotics detector dog Tommy, a golden retriever, confirmed CET's suspicions when he alerted to the cocaine concealed within the bales. Four of the 36 bales were loaded with the drug. The 500-pound cocaine seizure, with an estimated street value of $40 million, ranked as one of the most significant cocaine seizures in the New York area.

Follow-up investigation by special agents of U.S. Customs and the DEA, in conjunction with the U.S. Attorney's office for the Eastern District of New York, led to the arrest of two Colombian nationals. □

The method of concealment—cocaine packed within large commercially packaged rolls of paper—marks a sophisticated smuggling operation.

Military Customs Inspection Program

Tipped off by a military officer, Customs special agents in Philadelphia confiscated $200,000 in articles of ivory, jade, and other semiprecious stone.

The goods had been entered as military personal effects, not for resale, by a Naval noncommissioned officer returning from a tour in Guam. Once back in the States, the NCO tried to sell the merchandise. His scheme ended with prosecution for smuggling and conspiracy.

The military officer who alerted Customs had acted under the Military Customs Inspection (MCI) program.

Officially begun in 1974, the program has Military Customs Inspectors (MCI's) performing Customs inspections of military personnel, cargo, baggage and privately owned vehicles at overseas points of departure for the United States.

Even before 1974, especially during the Vietnam War, U.S. Customs had been expediting the clearance of returning military personnel and equipment. Around 1971 the Service started detailing Customs officers overseas to train military personnel in Customs inspectional procedures.

At that time and to this day, detection of illegal drugs has been one of the main purposes of the MCI program.

During the war in Vietnam, unscrupulous individuals used military aircraft, the military postal system and military cargo to smuggle large amounts of heroin into the United States. The armed forces initiated major antinarcotic programs, including MCI, a joint endeavor with Customs.

The large-scale smuggling during Vietnam was fostered by two conditions: an abundant supply of heroin in the area where the military operated and the dearth of safeguards against illicit narcotics.

One of those conditions exists today. The U.S. military still operates in many narcotic source and transit countries throughout the world. But the armed forces and U.S. Customs have significantly tightened the bars to smuggling.

Military flights are now considered low risk in terms of drug smuggling because of the efforts of the MCI program.

Four U.S. Customs Service advisors oversee the program, accrediting inspection programs at different locations as they meet Customs standards. Galen Garlick and Denny Gauster are stationed in Germany. They direct MCI operations at U.S. outposts all over Europe.

Burt Osborne operates from a base in Korea and Sid Allshouse from the Philippines, overseeing MCI programs in the Pacific area. All report to a single program manager at headquarters, Jay Corcoran.

Both Customs and the armed forces reap great benefit from the MCI program.

DoD saves Customs a significant workload. In just 3 months, 180 MCI's in the Pacific area precleared 30,000 individuals returning to the United States. An additional 337 MCI's cleared 22,000 shipments of household goods and unaccompanied baggage, 2,100 privately owned vehicles and more than 30,000 cargo shipments. Those are the figures for the fourth quarter of fiscal year 1985.

In the European area during the same quarter, 170 MCI's precleared 35,000 passengers. Another 600 MCI's inspected 41,000 shipments of household goods, 7,600 private vehicles and more than 30,000 cargo shipments.

With their own narcotics detector dogs and manpower, the military can give nearly 100 percent Customs inspections. Most military personnel are spared Customs inspection on their return to the U.S. They can count on expeditious processing of their household effects and vehicles once they've arrived in the States.

Naturally concerned with the morale of the troops, the military can't even

Military Customs inspectors clear troops returning from Belgium.

After Operation Reforger, a special military exercise conducted in 1986, baggage returning to the United States had to clear Customs. The military Customs inspector (on his knees) supervises the preparation and sealing of baggage that has been inspected.

With their own narcotics detector dogs and trained handlers, the armed services save U.S. Customs a massive workload.

place a dollar value on the program.

When drugs are found, military Customs inspectors seize the contraband, then report the incidents to the appropriate military investigative agencies.

Drugs are rarely found in military shipments these days. Horror stories of the Vietnam era, like heroin stashed in cadavers, no longer occur.

MCI works so well that U.S. Customs officers can gear their training for emergencies, such as the 1985 invasion of Grenada when two Customs inspectors were dispatched for on-site training of military Customs inspectors.

In this regard, U.S. Customs inspectors are detailed all over the world to support major military exercises. Last year they participated in such massive exercises as Reforger in Europe and Bright Star in the Middle East. Working with the military Customs inspectors, our personnel processed thousands of passengers and tons of cargo in a very short time.

Under the guidance of U.S. Customs, the armed forces have committed their assets to making certain illicit drugs and other contraband do not enter the United States. So well has the partnership worked it has become a model for Customs agreements with airline and ocean carriers. Everyone has a stake in the war against narcotics. □

Operation Exodus Command Center

by Patricia M. Carr

Experienced Customs inspectors, intelligence analysts and special agents man the Operation Exodus Command Center. A major responsibility of SCI Bob Hull (left) and SCI Enrique Archibald is to coordinate investigations nationwide.

On December 18, 1985, three cases of aircraft spare parts, valued at $383,000, were being shipped from Dulles Airport to a "Free World Country." Examination revealed that these spare parts were fighter jet aircraft parts. The exporter's representative stated that these fighter jet aircraft parts were being returned to the originating country, therefore, they did not need a Department of State license.

The details of the shipment were called into Exodus Command Center personnel who in turn referred it to the Department of State, Office of Munitions Control (OMC). The Exodus Command Center verified that the parts were licensable by OMC under the International Traffic in Arms Regulations and the shipment was seized for violation of 22 USC 2778.

Exodus is a national program with management responsibilities shared by the Offices of Inspection and Control and Enforcement.

Currently there are 66 inspectors dedicated exclusively to export enforcement activities. These positions are allocated to 27 ports throughout the country as well as the Exodus Command Center.

These Exodus teams are responsible for detecting and taking appropriate enforcement action on all violations of export regulations which Customs is responsible for enforcing. These export violations include shipments of critical technology and data, munitions and other strategic merchandise.

The Exodus field teams perform inspectional activities including, but not limited to, document review and analysis, intensive examination/search of cargo, passengers and carriers, detention/seizures of merchandise and contraband and detecting violations of currency reporting laws.

The Command Center supports the Exodus field teams by: providing Exodus operational guidance, obtaining license information, liaison with other agencies, coordination with other Exodus teams, U.S. Customs representatives in overseas locations, other ports and Customs facilities.

The Command Center maintains an automated data base on all Exodus referrals as well as a library of specifications. Command Center personnel are responsible for informing field teams of the authority to release or seize shipments under detention. □

Going to the Dogs in Laredo

by Charles W. Meaders III

This canine enforcement officer brings his partner through an obstacle course in an exercise designed to teach the dog confidence.

Training to inspect vehicles, the team first walks around the car. When the dog alerts, both partners go after suspected contraband.

Canine enforcement officer training classes were initiated in Laredo, Texas, in January 1986. This was a temporary action brought about through Commissioner von Raab's emphasis on the interdiction of narcotics and the greatly expanded canine training commitment at the Front Royal, Va. training center. Laredo was selected for this mid-winter training site primarily due to its warm, dry climate and the availability of training facilities.

Two classes were held, each consisting of one instructor, and one assistant instructor, six students and 11 dogs. The canine enforcement officer (CEO) students included former Customs inspectors, aides and new Customs employees. Training started on January 14 and continued through April 3.

The low instructor-student ratio is necessary because of the intensity of the practical exercises, safety and the rigorous physical demands of the training.

Two dogs were assigned to each student for the training sessions. These dogs were purchased from domestic sources and met selection criteria before being accepted into training. The selection criteria identify dogs having the aptitude and potential for narcotic detection. Acceptance is not limited to any one breed of dog.

The 12-week training session proved strenuous for both dogs and handlers. The first phase of training consisted of marijuana and hashish detection, searching of vehicles, aircraft, luggage and freight, etc. After completion of this first phase, which is 8 weeks in length and concludes with a formal performance evaluation, the teams were then trained in the detection of heroin and cocaine.

On-site training was conducted at the two ports of entry in Laredo. In all, there were three formal evaluations which the canine teams had to pass. Of the initial 22 dogs, 13 reached the certification level of performance and successfully completed the training program, as did all 12 humans.

On graduation, the canine enforcement teams were assigned to duty stations in Miami, Chicago, Detroit, New Orleans, San Diego, Honolulu and Laredo. □

An instructor, Chuck Meaders works at the Canine Enforcement Training Center in Front Royal, Va.

Canine enforcement officers are notoriously partial to their animals. Here detector dog Major occupies the chair belonging to Director Gene McEathron of the Canine Enforcement Training Center.

A Shaggy Dog Story

by Mike Dyer

The U.S. Customs Service Canine Enforcement Program began in 1970 as part of our efforts to stem the flow of narcotics entering the United States though air, sea and land border ports. There are currently 161 Canine Enforcement Officer (CEO) positions authorized in the Customs Service, located in Honolulu, Alaska, Puerto Rico and 31 other ports of entry in the continental United States.

Twenty-five CEO positions were added to southern land border ports by the Commissioner of Customs in May 1986 to support Operation Alliance, a sustained intensified enforcement effort directed toward the increases in cocaine smuggling along the southern land border. Customs 5-year plan projects staffing increases for CEO's to total 357 positions by fiscal year 1992.

The Canine Enforcement Program is a proven enforcement resource. An integral part of Customs Contraband Enforcement Teams (CET), canine teams are considered to be one of the most reliable and cost-effective tools available for enforcement operations.

Their annual effectiveness, expressed as a ratio of contraband seized (street value) versus program operating costs, has ranged as high as $414 to $1 (FY 1984) for the national program. Viewed from a different perspective, this means that profits of $1.5 billion were denied to those involved in drug activities during that period.

Fiscal year 1986 should be a record year. Canine teams in the New York Region alone reported $800 million in seizures for the first 8 months, and the region should exceed $1 billion in the street value of seized narcotics by the end of the fiscal year. Other regions have also reported substantial gains in team production during the same period.

The two components of a canine enforcement team—the officer and his partner—both result from an intensive recruitment and selection process. Officer candidates are recruited by Customs headquarters through in-service vacancy announcements and Office of Personnel Management vacancy announcements. Previous experience in training and utilizing detector dogs is highly desirable, but is not a requirement qualifying applicants for consideration.

Canines are procured at various animal shelters across the nation. They are selected on the basis of tests which determine their temperament, social characteristics and potential for training.

Customs uses a wide variety of breeds including German and Australian shepherds, golden retrievers, Labrador retrievers, border collies, Brittany spaniels, setters, pointers and mixed breeds of every size, shape, color and appearance.

Beauty is not a consideration, although some would garner blue ribbons in any contest. (Others wouldn't win even in one-dog competitions!)

A few canine candidates come from private homes and owners, but most of the animals offered to Customs are over the 1-3 year age limit and lack the basic qualifications for selection.

Many of the dogs in animal shelters were taken from the streets. They are highly aggressive and have reverted to their natural instincts of establishing and protecting personal property and of using their noses to locate food, all highly desirable characteristics for Customs purposes.

The partners come together for the first time at the national Canine Enforcement Training Center in Front Royal, Va. The center, located in the Blue Ridge mountains 75 miles west of Washington, D.C., includes the kennel complex, classrooms, administration building, animal clinic and various buildings and other sites used for team training.

Customs canine teams are used in nearly every functional area in the Customs mission. During the 14 weeks of intensive training the team is schooled in such diverse areas as vehicles, aircraft, vessels, baggage, mail and buildings. All these facilities and activities are available at the Center and help to ensure that the team encounters no major surprises on assignment to the field following graduation.

The last 2 weeks of training are devoted to the officer, and his partner must wait patiently while the CEO

studies Customs law, personal search, arrest and seizure techniques and completes the prescribed course in firearms training.

Canine team training classes have a low instructor-student ratio (one instructor for five students). The low ratio is somewhat misleading. In reality, each instructor has 15 students because each officer begins training with two dogs. If both graduate, the officer chooses his favorite to take to the field, and the other dog is used as a replacement for a canine retirement or death or for a dog incapacitated through sickness or injury.

The national Canine Enforcement Training Center has developed and refined its selection and training techniques over a period of many years, and the program is generally acknowledged to be among the finest available for detector dog training.

More than 30 foreign nations use detector dog teams trained by U.S. Customs, and still other nations use programs developed and implemented with Customs assistance.

In the United States, Customs has trained teams for other federal law enforcement agencies and for numerous state, county and city agencies. Under a continuing agreement with the U.S. Department of State and the Kingdom of Saudi Arabia, Customs graduates 24 teams per year for use by Saudi Arabian Customs.

Customs canines are often referred to as tools. They are tools, and the effectiveness of a team and its contribution to the Customs mission depends directly on how well it is used. The tool must be kept ready—the cutting edge sharp and bright—through competent field training and through actual enforcement operations.

The canine is also a partner, and his only reward is the love and care of the officer. In return he ensures personal recognition for his partner and a significant contribution to the Customs enforcement mission. □

Operations Officer Mike Dyer works in the Office of Inspectional Enforcement Liaison.

Celebrating the 197th birthday of the U.S. Customs Service, three Commissioners prepare to cut the cake. Former Commissioners Vernon D. Acree and Myles J. Ambrose joined Commissioner von Raab for the festivities.

Joint Effort in Los Angeles Yields $10 Million in Cocaine

Customs, Coast Guard and DEA officers found 129 pounds of cocaine in the bilge area of the *Merkur Beach* on May 12. Acting on Customs information, the officers searched the Grancolombiana line vessel in Los Angeles harbor. Customs inspectors had to remove a number of steel bolts denying access to the bilge overflow tank under the engine room, where the contraband was found. On the street the cocaine would have been worth roughly $10 million. The photograph shows SCPO Glen Richardson, flanked by Coast Guardsmen, as the first package of cocaine is handed out.

—U.S. Coast Guard photo

Mail Branches Mirror Customs Diversity

David Prosky, assistant chief of the mail branch at JFK, checks the video image of a parcel that has just gone through the x-ray machine.

At the JFK International Mail Facility in New York, a Special Narcotics Interdiction Force (SNIF) handles all mail from drug source countries. Such mail is sent to eight of the 28 mail lines in JFK, then examined by mail specialists such as Gerald Atiderly in the foreground.

Mail Technician Heidi Nassauer (right) and Customs Aide Robin Gleason inventory seized narcotics and firearms. With other seizures, the contraband is stored in a vault at the JFK mail facility.

The 22 Mail Branches located throughout the country have a scope and responsibility comparable to Customs cargo processing operation. From entry of goods, classification and value to enforcement of the myriad of laws and regulations, the Mail Branches processed 101,663,667 parcels, flats and letters and collected $16.5 million in fiscal year 1985.

They have been at the forefront of interdicting opium entering the United States, accounting for over 50 percent of all seizures made in FY 1985. Statistics indicate that mail parcels have been the #2 conveyance used by smugglers to bring heroin into this country. Some 68 pounds were discovered by mail personnel in calendar year 1985. The quantity in each seizure seems small in comparison to other Customs entities; the number of seizures and total quantities are impressive.

Customs mail officers have also created an effective deterrent for importing pornography through the mails despite the fact that in some localities some materials may not be considered prohibited due to community standards.

This past March, Customs tightened its procedures on textile entries, requiring formal entries for all commercial shipments regardless of value and for both commercial and personal shipments from Hong Kong. Storage space in each mail branch overflowed with packages as a result of their effective implementation of the directive. A great deal of time and effort went into ensuring immediate enforcement of the new requirements and notifying the numerous affected importers of the arrival of the shipment and the requirement to make formal entry.

If it comes into this country, it also comes through the mails and Mail Branch employees are faced with the challenge of stopping the flow of contraband and collecting revenue. These Customs officers are successfully achieving these goals while creating only minimal delays in the mail delivery process. □

Designated User-Fee Airports

by Richard Coleman

What acts like a port, has a port code and Customs staffing but is neither a port nor a station? The answer, since the Trade and Tariff Act of 1984, is a "designated user-fee airport."

This new creation is a timely solution to the dilemma of trying to watch the Customs budgetary waistline without starving the out-of-port enterprises, including airport authorities and courier services, that need Customs service and are willing to pay for it.

In order to qualify for designation as a user-fee airport, a location must satisfy three conditions. First, the projected Customs workload must be less than required for establishing a nonreimbursable port of entry. Second, the application must be endorsed by the appropriate state governor. Finally, but most critical, the location must request at least one staff year of full-time Customs service.

A standard memorandum of agreement for designated user-fee service pegs the tab for the first staff year of Customs service at $73,350, with $50,112 for subsequent years. The difference is mainly due to relocation costs involved in bringing in a Customs officer from another location.

The designated user-fee airport is also responsible for providing satisfactory office space, equipment and supplies at no cost to the Government.

How many locations have pursued such a deal? The first three designated user-fee airports were Allentown-Bethlehem-Easton Airport in Pennsylvania, Airborne Air Park (Airborne Express) in Wilmington, Ohio, and Southwest Florida Regional Airport in Fort Myers.

These will be joined in mid-1986 by airports in Fargo, N.D. and Santa Teresa, N.M.

The Trade and Tariff Act originally limited the number of user-fee airports to four plus Lebanon, N.H., which was granted service legislatively. That number has now been raised to 20.

Based on the early success of this program, the subject of designated user-fee airports will soon become too easy for future Customs quizzes. Fitting in perfectly with the user-fee program to ensure the availability of Customs services without harder hits on the taxpayer, the designated user-fee airport movement is now taking off. □

Law Enforcement Torch Run to Benefit Special Olympics

On an unusually hot day in May, hundreds of law enforcement officers in the Washington, D.C. area joined a torch run to raise funds for Special Olympics. All around the country, runners representing their law enforcement agencies were doing the same.

The International Association of Chiefs of Police (IACP) sponsored the event to raise funds for the 1986 Special Olympic Games. As most people know, Special Olympics is an international program of sports training and athletic competition for mentally retarded children and adults.

Expect the incongruous in the nation's capital. Waiting for the torch to arrive, Mark Garrand (left) and Ray Arnold, director of the Administrative Systems Division, were joined by an Wonder Woman, an actress taking part in the Children's Music Network Telethon.

Nashville—On the Move

by Bill Crane

Summer Lights festival featured Crystal Gale with the Nashville Symphony.

"What's Customs doing in Nashville?"

"Oh, about 40 million a year."

Customs has been in Nashville since the 1870's so we're not exactly newcomers. But it's still one of those predictable questions. This year it looks as if I'll have to revise the answer to "$50 million."

The Customs presence in Nashville includes both Port and Office of Investigations. The Port office is staffed by two aides, five inspectors and the port director, handling approximately $1.6 billion in imports per year. The Office of Investigations has one technical assistant and five special agents.

Nashville is a city on the move. New office buildings and hotels are going up everywhere. Apartments seem to be sprouting on every other corner. This is also a city of contrasts. Less than five minutes from the Port office is a small farm, a rural enclave. If not for the jets passing over, one would have no idea he was even close to the city.

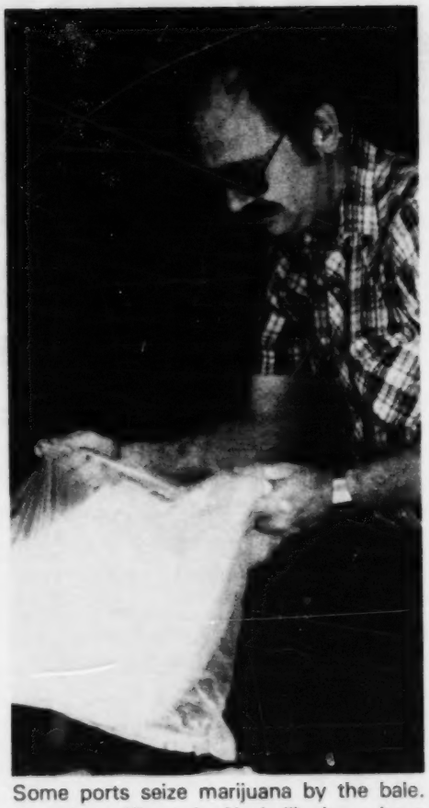
General Motors plans to build a Saturn plant soon outside Spring Hill, Tenn., just south of Nashville.

American Airlines has made Nashville a "hub" and already increased from 15 to 115 flights per day with more on the way. Plans are to bring in daily flights from Mexico in the fall of 1987 to be followed soon after by a regular flight from Europe. We already are experiencing aircraft "traffic jams" at peak hours with planes waiting in line to take off.

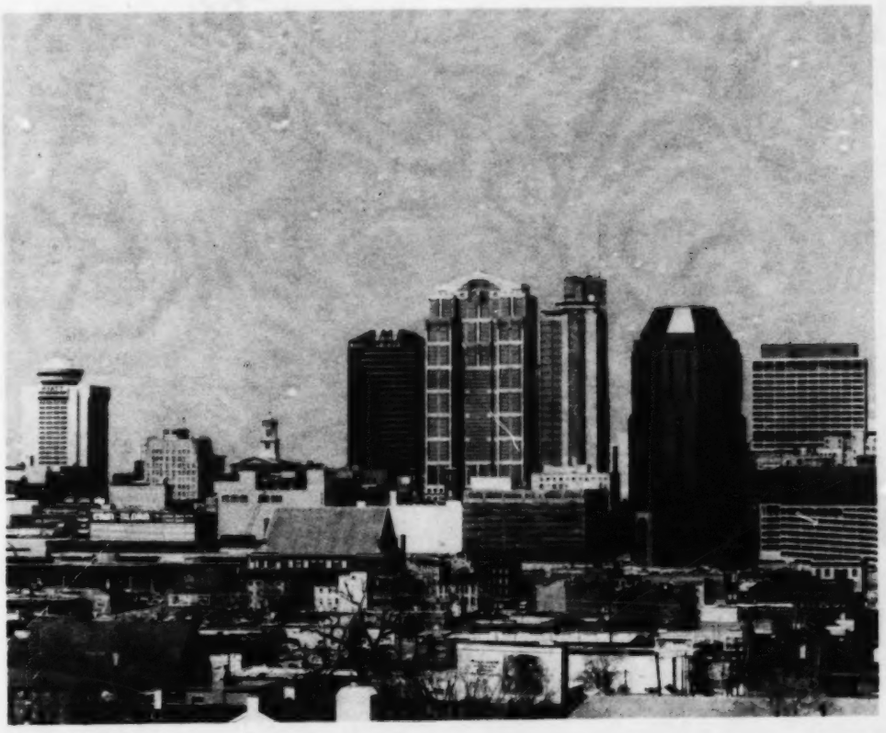
The additional flights have created a marked increase in In-Bond traffic for Customs. Regular international passenger traffic will bring dramatic changes. A new airport terminal is being built to handle both the increased domestic traffic and the international arrivals. At present, we have just private and business aircraft with the occasional charter. The closest we come to passenger flights are the military arrivals at Ft. Campbell, Ky.

Three years ago Nissan opened a plant which produces light trucks and the Sentra automobile.

We have several major importers here, Wholesale Supply (aka Service Merchandise), White Stag and Genesco

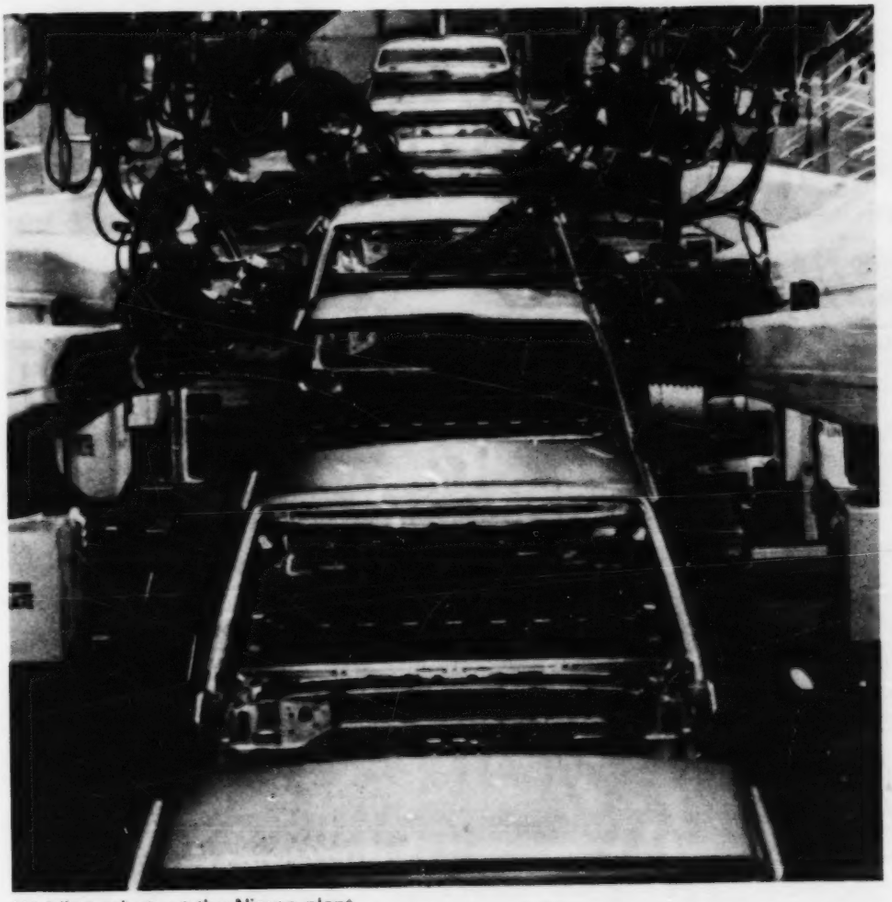


Some ports seize marijuana by the bale. Customs officers in Nashville have been seizing towels by the bale.



Nashville skyline.
—Photo by Gary Layda

A new international airport will relieve congestion at the existing facility.



Welding robots at the Nissan plant.

(General Shoe Corporation) (yes, we do sample shoes), to name a few.

We have our share of bad guys here too. Most of the enforcement work is in the fraud area. Unfortunately, fraud activity is also increasing. Some ports seize marijuana by the bale. Recently, we have been seizing towels by the bale. Textile fraud is a "hot" item in the smaller ports, too.

We also have one importer who brings in narcotics paraphernalia by the truckload, but there is no Federal law against that, which is frustrating.

Nashville is known mainly for its principal export—music.

Sometimes we mean that literally. Johnny Rosen of Fanta Professional Services has exported the world's foremost mobile recording studio to Canada on a number of occasions. A new and better bus/studio is in the future. Cost? In the millions. Johnny has done the recording for such movies as Coal Miner's Daughter, The Blues Brothers, Nashville and Tender Mercies. His recording credits range from rock for the Rolling Stones to the classical New York Philharmonic.

The Nashville Summer Lights music festival in early June combines a street fair with a variety of music—rock,

CI Sally Duggin (now in Tampa) collects Customs declaration from entertainer Rich Little.

Ricky Skaggs at the Summer Lights festival.

rhythm and blues, gospel, jazz and, of course, country. This year the free entertainment featured Tom T. Hall and Ricky Skaggs, topped off by Crystal Gale performing with the Nashville Symphony.

Many country music celebrities are familiar faces to Customs with their arrivals by private aircraft. Without exception, the ones who live in the Nashville area are very pleasant to deal with.

Along with the city, Nashville Customs will be adjusting to some major changes in the near future. We are all looking forward to meeting these challenges. □

Bill Crane is an inspector in the Port of Nashville, Tenn.

Aircraft Presented to Local Law Enforcement

North Central Regional Commissioner Richard McMullen (center left) presents Arapahoe County, Colo. Sheriff Patrick Sullivan (left) with the seized Aero Commander aircraft, worth $45,000 in the background, and Durango, Colo. Police Chief Chris Wiggins (center right) with a seized Beechcraft airplane worth $48,000, while Denver Special Agent in Charge Gary Hillberry looks on. Both aircraft, used in Colorado narcotics smuggling attempts, were given to local Colorado law enforcement agencies, on May 2, 1986, in accordance with the seized assets provisions of the Comprehensive Crime Control Act of 1984. The act allows seized assets from drug transactions such as property, cash and vehicles to be turned over to local participating law enforcement agencies on the recommendations of the involved federal agency.

Law Enforcement Explorers Convene in Seattle

by Brian J. Callan

For one week this summer, the University of Washington in Seattle nurtured the law enforcement future of the nation. The reason? More than 2,750 explorers and advisors gathered there the week of July 14 for the competitions and camaraderie that marked the 1986 National Law Enforcement Explorer Conference.

Held on a biennial basis, the National Law Enforcement Explorer Conference is designed to give explorers hands-on experience in law enforcement procedures and situations. Also, the conference offers explorers the opportunity to meet and interact with some of the top law enforcement officials in the nation.

Director Stephen Higgins of the Bureau of Alcohol, Tobacco, and Firearms chaired the 1986 conference.

Customs Participation

At present, the Customs Service has 30 active Explorer Posts; 20 were represented at the conference. A total of 125 Customs explorers and 40 advisors came from posts in Honolulu, Los Angeles, San Ysidro, San Francisco, Calexico, Seattle, El Paso, Laredo, Houston, Nogales, New Orleans, St. Louis, Port Huron, Cleveland, Cincinnati, Chicago, San Juan, Jacksonville, Newark and the Washington, D.C. area.

During the week explorers tested their skills in role-playing team competitions. These included domestic crisis interventions, arrest and search techniques, crime prevention, traffic accident investigation, traffic stops, crime scene search, hostage negotiations, shoot/don't shoot, witness interview and bomb scene.

Individual events consisted of the police physical agility tests, .38 caliber pistol competition, air-pistol competition, sample law enforcement examination and drill team competition.

Highlighting the week were four evening programs beginning with the Opening Show, where awards were presented to explorers by the FBI, ATF and the Secret Service. David Shank,

Firearms competitions give explorers a head start on law enforcement careers.

Customs explorer from Jacksonville, Fla. received the Secret Service Law Enforcement Explorer Assistance Award for helping the police apprehend suspects in a robbery.

The keynote speaker on the opening night was Chief Daryl Gates of the Los Angeles Police Department. In a fiery address, he challenged more than 2,000 explorers to declare an all-out frontal attack on the use of narcotics and dangerous drugs in America.

A special panel on victim's rights featured William H. Webster, Director of the FBI. The panel discussion examined how the judicial system treated those who unwillingly became victims of violent crimes.

Entertainment Night featured comedian Michael Pritchard, himself a former deputy of the San Francisco County Sheriff's Department, as well as the Osmond Brothers, Wayne, Alan and Merrill.

All-Star Rally Against Drugs

On Friday morning the Explorers were treaterd to an All-Star Rally Against Drugs. The rally was sponsored by the Drug Enforcement Administration and the Exploring Division. The keynote speaker was John Lawn, DEA Administrator.

Among the personalities to address the crowd were Lee Greenwood, a country and western recording artist; Ralph Sampson, the 7'4" all-star forward of the Houston Rockets basketball team; Marty Barrett, second baseman for the Boston Red Sox; and Lauri Hendler, actress on the NBC-TV hit series, Gimme A Break.

Customs Honored

The William Spurgeon Award, the highest award in the Boy Scouts of

Commissioner von Raab addresses Customs explorers at a breakfast meeting in their honor.

America (BSA) Exploring Division, was presented to the Customs Service for being extremely supportive and helpful in promoting the goals of the Exploring Program.

Upon accepting the award, Commissioner William von Raab stated, "This award recognizes the enthusiastic energy of the Customs explorers and advisors towards the program." He told the crowded auditorium that "Customs is Exploring, and Exploring is Customs!"

At a breakfast with all of the Customs explorers at the conference, Commissioner von Raab told them he was "very pleased with the large number of Customs explorers and advisors who came to Seattle for the conference. This is good for the Customs Service because I feel the participation of our explorers will carry and spread the word to further the development of more Customs Posts."

Regional Commissioner Quintin Villanueva of the Pacific Region, who also attended the conference, has been involved with the Law Enforcement Exploring program since 1972 when he was a sergeant in the Los Angeles Police Department.

Villanueva is very proud of the Exploring Program that he helped establish in the Customs Service. "Having attended the 1984 National Law Enforcement Explorer Conference in Ohio and now this one, I am very impressed with this program in Customs and think it's great," said Villanueva.

Inspector Elroy Panoke from Honolulu noted, "In 1984 I had one explorer that attended the conference and now at the 1986 conference, I have 24 explorers and four advisors. My explorers and co-advisors were very excited about this conference and we worked very hard to train and raise money to attend."

Michael Knight, advisor from Chicago said, "After attending the past two conferences, I feel that this is a great learning experience for everyone, because it brings together the explorers and advisors."

The Customs explorers did very well in competition. Three Customs explorers won awards for the .38 caliber pistol competition, ranking in the President's Top 20 Aggregate Shooters. They are Karen Billiot from Post 859, New Orleans and Jesus Perez and Sergio Bustamente, both from Post 1789, Laredo, Texas. Also, Jesus Perez won a third place award for the .38 caliber pistol time-fire competition.

There are over 800,000 young adults in various Exploring programs nationally. The Law Enforcement Exploring program presently includes more than 42,000 members nationally in 2,200 Explorer posts which are sponsored by law enforcement agencies in the local, state, federal, military and industrial security sectors. □

Brian J. Callan worked with the Customs Explorer Program when he was a summer assistant in the Office of Public Affairs.

Customs explorers partake of dessert at the Steak Out, a picnic for the 2000+ conference participants.

Gramm-Rudman-Hollings and the Budget

by Adrian A. Curtis

What happens when people stop talking about the budget deficit and decide to do something about it? Gramm-Rudman-Hollings, that's what. The Balanced Budget and Emergency Deficit Control Act 1985, passed in December 1985, better known as the Gramm-Rudman Hollings legislation (G-R-H for short) created an automatic deficit reduction procedure for Fiscal Years (FY) 1986 through 1991, when the deficit would be zero.

Thus we would have a balanced budget—no more could go out than comes in. It sounds great; Congress passes a law requiring no deficit; it takes effect automatically; no one has to vote on it; and bingo, a balanced budget in 1991!

Sounds too good to be true? It is, because the reductions required are by no means painless. Furthermore, the timing of the automatic reductions, called sequestration, makes budget planning very difficult.

How Does G-R-H Work?

G-R-H makes significant changes in the federal budget system by requiring that set deficit targets be met each year. For 1986, the deficit had to be reduced by $11.7 billion. This amounts to 4.3 percent of non-defense programs. For each year thereafter, the deficit target is $36 billion lower until 1991, when the deficit is supposed to be zero. The specific targets are as follows: FY 1987—$144 billion, FY 1988—$108 billion, FY 1989—$72 billion, FY 1990—$36 billion and FY 1991—zero.

In the event that the deficit is anticipated to exceed the required levels for any fiscal year, G-R-H requires the implementation of an automatic procedure to achieve across-the-board reductions in the federal budget.

The trigger mechanism is dependent on the findings of the Office of Management and Budget (OMB) and the Congressional Budget Office (CBO), which submit a report to the General Accounting Office (GAO). This report estimates the deficit for the fiscal year and the amount by which the deficit exceeds the specific target level.

If the estimated deficit exceeds the target, then funds must be withdrawn (sequestered) in a sufficient amount to reduce outlays so that the target is met. This is done through a Presidential order based on a GAO report. The CBO/OMB and GAO reports—GAO checks the CBO/OMB information for accuracy and legality—identify the specific budget authority to be sequestered.

After GAO reviews the CBO/OMB report, it prepares a report to the President listing reductions required by appropriation account.

In FY 1986 the timetable for implementation of G-R-H was accelerated; OMB and CBO reported to GAO on January 15. On January 20, GAO issued its report to the President. On February 1, the Presidential order was issued based on the GAO report. Finally, on March 1, the order took effect.

For 1987 and beyond the timetable is as follows: (1) August 20, OMB and CBO report to GAO, (2) August 25, GAO issues the report to the President, based on findings of OMB and CBO, (3) September 1, the Presidential order is issued, (4) October 1, the order takes effect, (5) October 5, OMB and CBO issue a revised report to refect final congressional actions on appropriation bills, (6) October 10, GAO issues a revised report to the President and (7) October 15, the final order is effective.

The month of September is set aside for a congressional response to the sequestration order.

Who Feels the Pain?

The amount sequestered is split 50-50 between those defense and non-defense programs that must be reduced.

Some programs are either exempt from sequestration or treated in a special manner. Interest on the national debt and the Social Security program are exempt. Medicaid, Aid to Families with Dependent Children (AFDC), Women's and Infant and Children (WIC), Supplemental Security Income (SSI), Food Stamps, Child Nutrition, Veterans Compensation and Veterans Pensions are all exempt.

Special rules apply to Foster Care and Adoption Assistance, Unemployment Compensation, Guaranteed Student Loans and the Commodity Credit Corporation. Certain health programs—Medicare, Veterans Health, Indian Health, Migrant Health and Community Health can be cut a maximum of only 2 percent.

By exempting some programs and providing special treatment for others, G-R-H forces the remaining programs to take a deeper cut. Thus, the remaining non-defense programs must have their funding reduced enough to achieve 50 percent of the total sequestration amount required.

There are three possible ways to prevent G-R-H from taking effect in any one year. One, if the deficit does not exceed the target amount by $10 billion or more, these sequestrations would not occur. Two, in the event of a recession, G-R-H would be suspended for two fiscal years. Three, both Houses of Congress could simply decide to suspend G-R-H indefinitely.

What About Constitutional Issues?

Indeed there are. Mainly a separation of power issue. There are questions about whether the delegation of authority to the President to sequester funds (as opposed to specific congressional action) is constitutional and whether the Comptroller General, who is the head of the GAO, can, in fact, play an executive branch role by making the final decision of how cuts are to be taken by appropriation activity.

G-R-H provides for an expedited judicial review for those Members of Congress and the public challenging the constitutionality of the Act. A special judicial review panel, in February 1986, found the Act to be unconstitutional in that the Comptroller General was acting as a member of the executive branch although the GAO is an arm of the Congress.

The Supreme Court reviewed this decision and announced its decision in

July. It found the law unconstitutional.

G-R-H provides a fallback procedure in the event that any part of the CBO/OMB/GAO reporting procedure is found unconstitutional. The CBO/OMB report will be transmitted to a temporary joint committee on deficit reduction, composed of the members of the House and Senate Budget Committee. This committee would report a joint resolution, which would trigger sequestration if passed by both Houses and signed by the President.

Everyone's best guess is that if the Supreme Court agrees with the lower court this is exactly what will happen this summer for FY 1986.

Effect on Customs

All of our appropriations were affected, but let's focus on Salaries and Expenses. The Congress enacted a $717 million appropriation budget for Customs Salaries and Expenses account. This had to be reduced by 4.3 percent or $30.8 million.

For FY 1986, Customs achieved the $30.8 million reduction in the Salaries and Expenses appropriation by reducing the number of staff to be hired, cutting back on travel, relocations and training, not purchasing some marine equipment and reducing some areas of enforcement.

Luckily for Customs, Congress recently gave us the $30.8 million in a supplemental appropriation. With soaring deficits in FY 1986, it is now believed that we will face a sequestration for FY 1987 of about 4 percent. Hopefully, as happened this year, the Congress will restore the cuts through a supplemental appropriation.

Adrian A. Curtis is director of the Budget Division of the U.S. Customs Service.

FAA Thanks for Antiterrorist Effort

by Mark A. Assur

Director Billie Vincent (right) of Civil Aviation Security for the FAA awards the Commissioner a plaque for Customs antiterrorist support. (Left to right) Mark Assur, Mike Valva, Greg Gladden and Ted Hill (not pictured) coordinated the program from headquarters.

On May 28 Billie H. Vincent, director of the Office of Civil Aviation Security of the Federal Aviation Administration (FAA), presented Commissioner von Raab with a plaque recognizing the efforts of the Customs Service in the Federal Air Marshal Program.

Following the tragic hijacking of TWA Flight 847 in June of 1985, President Reagan directed the Department of Transportation to re-establish an enhanced effort to place Federal officers aboard U.S. air carriers as was done with the Sky Marshals in the early 1970's.

In order to allow the FAA time to recruit, train and deploy additional personnel, special agents and criminal investigators from agencies within the Departments of Treasury and Justice were called upon. Fifteen volunteers from the Office of Enforcement were selected, sent to the DOT Transportation Safety Institute for a short antihijacking course and then put aboard aircraft traveling worldwide for a 90-day period.

Duties performed in addition to protecting against the actual commandeering of an aircraft in flight included: assessments of foreign airport security; observation of passenger boarding, cargo, food service and maintenance operations; and inspection of the aircraft.

Various Customs elements were involved in the formulation of necessary logistical, operational and intelligence planning for the hastily arranged program. The Office of Intelligence provided the FAA with a variety of information on terrorist groups, methods of operation, fraudulent travel documentation, aircraft concealment locations and previously detected ways for individuals to conceal weapons, explosives and other contraband.

These Customs officers served in the Federal Air Marshal Program: David Arel of El Paso, William Cabe of Brownsville, George Davis of New Orleans, Gary Epps of Presidio, Texas, and Victoria Holleron of Riverside, Calif.

Terry Hoxworth of Belle Chasse, La., Gayle Jennings of Douglas, Ariz., Duane Long of El Paso, Rodney Moore of San Diego and Judith Posey of San Francisco also took part in the FAM program.

Finally, the volunteers included Edward Ridel of Terminal Island, Calif., Steven Ruble of Nogales, Katherine Schulte of Gulfport, Miss., Richard Ward of El Paso and Robert J. Ware of New Orleans.

From headquarters, Mark Assur of the Office of Intelligence, Mike Valva from the Office of Aviation Operations, Ted Hill and Greg Gladden, both of the Tactical Investigations Branch, coordinated Customs support to the FAA nationwide. □

Intelligence Research Specialist Mark Assur works in the Office of Intelligence.

197 Going on 200 . . .
The Whistle Blowers and Other Vignettes

by Michael N. Ingrisano, Jr.

Throughout its history, the United States Government has numbered among its civil servants what are known today as "whistle blowers." These are individuals frustrated and indignant about abuses in the Government, who speak up when they feel a situation has become intolerable.

Customs has also had its share of whistle blowers. On October 19, 1853, a group of unhappy individuals from the Custom House in New Orleans addressed an anonymous letter to Secretary of the Treasury James Guthrie. Marked "Private," it read:

> Sir:
>
> We addressed you on a previous occasion informing you of the smuggling carried on in the Custom house with Gauche who imports Crockery in passing the quality for another and the quantity also. This is done with the connivance of the Bookkeeper Casterade and the [not decipherable] together with the Appraiser . . . if you were to have a person here to search into all this and examine the goods you would see that a great deal could be seized.—
>
> Us Who Know

(From Record Group 56, *Preliminary Inventory of the General Records of the Department of the Treasury*, Entry 101, "Letters Received from General Appraisers. 1851-60," 3 volumes. National Archives, Washington, D.C.)

Office Automation

Office of the Secretary, August 24, 1906, Department Circular 81 to Collectors of Customs, *et al*:

1. The Department has been a good deal annoyed of late by requests from Collectors of Customs and others for authority to purchase expensive mechanical devices, such as adding and computing machines and new forms of typewriting machines that have been placed in their offices for trial by sales agents.

2. This practice, which has never met with the approval of the Department, has grown to proportions that it is deemed best to require that it shall be discontinued altogether.

3. It is therefore hereby directed that hereafter no typewriting, adding or computing machine or other mechanical devices shall be taken on trial by any Collector or Principal Officer of the Customs . . . without the consent of the Department therefor being first obtained.

Leslie M. Shaw, Secretary

Paperwork Management

Office of the Secretary, November 6, 1895, Department Circular No. 173, to Treasury Officials Occupying Offices in United States Buildings:

Gentlemen: For the purpose of securing legislation authorizing the disposition of the accumulation of useless papers, it is requested that you prepare a list of such record books, papers, and documents in your charge which, in your judgment, have no permanent value or historical interest, and forward it to this office. The list should be accompanied by a concise statement of the condition and character of the books, papers, and documents, in order that the Department may be able fully to determine as to their official value and interest. An approximate estimate of their weight should also be given.

You will please give the matter your immediate attention, that the subject may be presented to Congress for its action at its next session.

W.E. Curtis, Acting Secretary

Pasta Lovers

Office of the Secretary, May 25, 1889, Department Circular No. 49, Decisions in Customs Cases, to Collectors, *et al.*:

4. Certain *Chinese Vermicelli* which, upon investigation, appears to have been commercially known on the Pacific coast for many years as vermicelli, although manufactured of rice-flour, is held to be exempt from duty, under provisions in the free-list. (T.I., 735) for "maccaroni (sic) and vermicelli."

Coffee, Tea or?

Office of the Secretary, August 17, 1912, Department Circular No. 39, to Heads of Bureaus and Chiefs of Divisions, Secretary's Office, Treasury Department:

The Committee on Sanitation has submitted a report to the effect that cooking and the storage of cooking utensils or materials, such as sugar, tea, coffee, etc., should be prohibited in the Department.

In accordance with the foregoing, it is hereby ordered and directed that all cooking operations, and the storage of all cooking utensils and materials, be discontinued in the Treasury, Butler, and Winder Buildings and any other buildings occupied by the Department within the District of Columbia.

Franklin MacVeagh, Secretary

Expense Accounts

Office of the Secretary, September 29, 1870, General Order, Mileage and Expense Accounts:

All accounts presented by officers, clerks, or other employees of this Department, for mileage, or expenses incurred while on official business, must in future, have appended one or the other certificates, as the case may require.

All accounts for **mileage** must be accompanied by an itemized statement of the distances actually and necessarily travelled; and all accounts for **actual necessary expenses** must be in detail, supported by vouchers, where such vouchers are practicable. Where the

law requires an oath, the certificate must be changed accordingly. No mileage or expense accounts will be paid by any disbursing officer of the Department or allowed by the accounting officers, unless made in accordance with this order.

WHEN FOR MILEAGE

I certify, on honor, that the distances in the foregoing . . . and that no part of such travel has been under any **free** pass on any railway, steamboat, or other conveyance.

WHEN FOR ACTUAL NECESSARY EXPENSES.

I certify, on honor, . . . and no part has been under any **free** pass . . .

George S. Boutwell, Secretary

On a Bicycle Built for Tourists

Circular, September 26, 1893, Bicycles entitled to free entry as personal effects:

In accordance with the above opinion [of the Attorney General], the Department now decides that bicycles brought by persons arriving in the United States, in use by them, are entitled to the benefit of free entry as personal effects under the provisions of paragraph 752 of the act of October 1, 1890, aforesaid.

Collectors and other officers of the customs will be governed accordingly.

C.S. Hamlin, Acting Secretary

Who Is a Fisherman?

Circular, February 11, 1839, to certain Collectors:

Sir: Referring to my Circular under date of the 15th November last, it is proper to advise you for the purpose of insuring an uniformity of practice in the making allowances to fishing vessels that on the question being submitted to the Dept. it was ruled that the payment of wages to a person whose chief employment on board a fishing vessels was that of **cooking**, did not vitiate her right to the bounty.

In speaking of **fishermen**, it was held that the law must be understood as having reference to the persons employed for the special purpose of fishing—and if a person serving as **cook** should be considered a **fisherman**, within its meaning, and receive no other compensation than according to the proportion of the fish he might occasionally catch, he would not, in such a case, be placed on an equality with the remainder of the crew, they having been solely occupied in taking fish.

Care must be taken, however, that the requirements of the law, in every respect, are complied with.

Levi Woodbury, Secretary

Hanky Panky in the Marine Hospital

Circular, July 5, 1853, "to Collectors, as Superintendents of Marine Hospitals:"

Sir:

Information has been communicated to this Department, by a prominent citizen, of gross abuses prevalent in one of the Marine Hospitals, which renders it proper to ascertain whether they exist in whole, or in part, in other Hospitals, and if so, to unfold and correct them.

It is represented, the case alluded to, that set entertainments are given at the public expense, that friends of the employees are allowed to sleep, and get their meals at the Hospital, and numbers are in practice of visiting it from day to day, and making use of the baths, and of the provisions, the spirits and wines provided for the sick.

James Guthrie, Secretary

Equal Opportunity

Appended to Circular to Collectors, January 21, 1863:

Sir: The question submitted by you [J. Lawrence Boggs, Collector at Perth Amboy, N.J.], whether free colored men are citizens of the United States, and competent therefore to command vessels engaged in our coasting trade, has been submitted to the Attorney General for his opinion, of which the concluding sentence is as follows:

"And now, upon the whole matter, I give it as my opinion, that the **free man of color** mentioned in your letter, if born in the United States, is a citizen of the United States, and, if otherwise qualified, is competent, according to acts of Congress, to be a master of a vessel engaged in the coasting trade."

You will advise the Commander of the Revenue Cutter "Tiger" of this decision of the Attorney General, and direct him to conform to it in all future examinations of vessels engaged in the coasting trade.

With great respect,
Salmon P. Chase, Secretary

Congressional Affairs and Nepotism?

Circular, June 26, 1893, "Information of use of Congressional Committee," No. 100, Division of Appointments: To Heads of Bureaus, etc.

Referring to Department Circular of the 7th instant, calling for certain information therein described for use of the committee of Congress to inquire into status of laws organizing the Executive Departments, you are required to furnish said information **on the large blanks** sent you, giving the name of each officer, clerk, or other employee, followed by the statements printed on said blanks.

The degrees of relationship to be included are as follows:

Grandfather, grandmother, husband, wife, father, mother, son, daughter, brother, sister, grandson, granddaughter, uncle, aunt, nephew, niece, granduncle, grandaunt, grandnephew, grandniece, cousins (first and second), grandfather-in-law, grandmother-in-law, father-in-law, mother-in-law, son-in-law, daughter-in-law, brother-in-law, sister-in-law, stepgrandfather, stepgrandmother, stepfather, stepmother, stepbrother, stepsister, stepson, stepdaughter.

J.G. Carlisle, Secretary

[Did we overlook anyone?]

Office Management

A series of three circulars dated May 6, 1886, March 21, 1892, and June 7, 1893, from the Division of Appointments.

1886: The reading of newspapers, smoking, loud conversation, or other conduct interfering with the orderly despatch of public business, will not be allowed.

1892: The reading of newspapers, smoking, loud conversation, or other conduct interfering with orderly despatch of public business or the congregating of idle persons or loungers in the corridors or elsewhere in public buildings, must not be permitted.

1893: The reading of newspapers or other unofficial matter, or writing private letters not connected with the business of the Department, will not be tolerated.

The One-Legged Surveyor

After the port of East Greenwich, R.I. was established on August 4, 1790, President George Washington appointed Captain Thomas Arnold, a Revolutionary War veteran, the first surveyor.

Arnold had been severely wounded in the Battle of Monmouth, N.J. Surgeons amputated his right leg. We pick up the rest of the story from *The History of East Greenwich, Rhode Island, 1677-1960.*

"A gruesome story is told about the musket ball which the surgeon removed from the leg: it was sent home to Captain Arnold's wife, who had it made into a string of beads which she wore as a trophy!

"As surveyor [of Customs], Captain Arnold also had charge of the Customs House on Division Street and collected taxes on plate, carriages and watches.

U.S. Customs Awards Texas County $1 Million

by Charles Conroy

Jim Scarborough, Sheriff of Kleberg County, Texas recently received for the County $1 million from the U.S. Customs Service for help in seizing nearly $6 million destined for El Salvador aboard a Saberliner aircraft that was stopped for federal law violations in Kingsville, Texas.

The $1 million was the most ever given to a state agency for its help since Congress passed a law in 1984 allowing federal agencies to share confiscated funds, according to William "Blue" Logan, Regional Commissioner of Customs in Houston.

Kleberg County Sheriff's deputies helped U.S. Customs beginning February 6, 1985 by arresting four men and confiscating $5.9 million from a Saberliner jet that landed at the county airport to refuel for a trip to El Salvador.

Two of the men later received fines of $25,000 each and "relinquished their claims to the seized money." Charges against the other two men were dropped and the Saberliner jet was returned to its owner.

"They provided not only security assistance in communications, but Jim Scarborough sent his officers into a situation that had a very high potential for gun play," Logan said. "Without his assistance, there's no way we could have done it."

U.S. Senator Phil Gramm, R-Texas, presented the check to Scarborough in a special ceremony in Kingsville.

Gramm said all agencies benefitted from the seizure. "We took the money away from crooks, the federal government got its share and now I'm here today to give you yours," Gramm told the Sheriff.

Scarborough said the money the county received will be used to construct a new county jail. □

Charles Conroy is Customs Public Affairs Officer for the Southwest Region.

The sum warranted a ceremony. (Left to right) Special Agent in Charge Ernest Allison of Brownsville and Southwest Regional Commissioner Blue Logan represented Customs as the agency awarded $1 million to Kleberg County, Texas. On behalf of the county, Sheriff Jim Scarborough accepted the check from Senator Phil Gramm (R-Texas).
—Kingsville Record photo

He sold stamps, without which a document was illegal. He also issued licenses. Trade with the Dutch East Indies was very extensive at this time and officers of trading ships always managed to arrive after nightfall. Plenty of smuggling was carried on, as the captain-surveyor's infirmity slowed him down considerably. The officers of incoming vessels slipped in at night while the one-legged official was safe in his bed. One night, because of a fog, a brig could not dock until early morning; her captain, much worried, consulted the surveyor's son, Isaac, who was a mischievous lad. Issac said he would take care of everything and thereupon hid his father's wooden leg. When Captain Arnold rose the next morning he was unable to find the leg and thus was detained until the smuggling activities were taken care of and the brig was in perfect order for his inspection."

"Captain Thomas also occupied the pulpit of the Congressional Church as there was no regular pastor. He had a soldier's vocabulary and was heard to remark after reading a sermon on a hot Sunday morning, that it was damn hard work to preach."

The original custom house, according to Deputy Commissioner Alfred R. De Angelus "has been renovated and moved to Division Street in East Greenwich and is now a duplex."

What is now a duplex once served as the customhouse of East Greenwich, R.I.

(Note: The material for this vignette was supplied by the Deputy Commissioner, who is a native of Cranston, R.I. He submitted the photo and excerpts (pp. 55-56) from *The History of East Greenwich*, written by Martha R. McPartland, East Greenwich Free Library Association, East Greenwich, R.I., 1960. All Customs employees are invited to forward similar information to: Customs Today, Room 6311, Washington, D.C. 20229.)

Back to Those Newfangled Machines!

Circular, April 23, 1880, Department No. 38, Secretary's Office, Shipments to Cuba:

It is reported, further, that for sometime past manifests have reached custom-houses in Cuba, printed with the "New American printing-machine or type-writer," and that the words which they contain are often so indistinct as to endanger the interests of the Cuban Treasury, and to cause trouble to masters presenting them.

H.J. French, Acting Secretary

[Now we know why Christopher Latham Sholes, Collector of Customs in Milwaukee from 1864-69 sold the patent rights for his type-writer to Remington Arms Company in 1873.] □

Customs Collects Processing Fees

Detroit Customs Inspector Alex Tydus processes a commercial truck at the Ambassador Bridge. On July 7, 1986, the U.S. Customs Service began collecting processing fees for some of the service it provides to the public.

The Winter 1987 issue of Customs Today will focus on additional user fees and changes to those previously implemented.

National Import Specialists – Top of the Line

by Janet Rapaport

It started with a small article in a local newspaper, spotted by National Import Specialist (NIS) Walter Springer. Several deaths in Italy had reportedly come from drinking certain Italian wines that had been laced with methyl alcohol.

Springer took immediate action to find out if any of the contaminated wines had been exported to the United States. He traced the news article back to its international press agency source, and verified the reports and the subsequent U.S. import precautions with the Bureau of Alcohol, Tobacco, and Firearms (ATF).

Springer is Customs' National Import Specialist for beverages, distilled spirits and beer, among other commodities. Springer's knowledge of the wine importing community makes him a focal point for nationwide dissemination of information concerning wine imports. His specialization puts him in a position to guide Customs in intercepting any shipments of the possibly tainted bottles for ATF testing purposes.

NIS Walt Springer checked the labels of imported wines – making sure that no tainted wines from Italy entered the United States.

The data that NIS Springer gathers, interprets and provides, as do all the national import specialists, serves as an important source of information for the International Trade Commission, ATF and the Departments of Commerce and Labor. The NIS assures guidance and uniformity in carrying out not only Customs requirements, but those of other agencies as well.

Unique to New York, these national coordinators of tariff classification and appraisement have always functioned as authorities on their respective commodity lines. They serve as advisors to commodity specialist teams and insure uniform action by import specialists across the country.

As a result of the 1984 Classification and Value reorganization, 54 national import specialists have been assigned national coordinating functions exclusively under the New York Seaport Office of the Commercial Operations Division. Their decisions, based on professional experience, extensive knowledge of the particular industry and the Customs tariff laws, have great impact on international trade.

The overwhelming variety of merchandise which enters the United States, from classic antiques to modern video machines and computers, challenges the skill of national import specialists. Working with the regional import specialists, the NIS must keep in step with the latest fads and innovations in manufacturing and marketing.

For example, when is a T-shirt an electrical item? One NIS was shown a "Disco T-Shirt" trimmed with small battery-operated light bulbs. Would this be classified as a textile article in Schedule 3 or as an electrical article in Schedule 6? The NIS handling ceramics may wonder if another "round of beer" meant a musical one. He has to determine whether a ceramic beer stein containing a musical movement would be classified as a ceramic article in Schedule 5 or as a music box in Schedule 7.

Customs has it own language; its dictionary is the Tariff Schedules of the United States Annotated (TSUSA) descriptions and categories. "A rose is a rose is a rose," but for Customs it may be an artificial one or ceramic, or cut, fresh, natural or bleached or dried, all under different tariff numbers and values.

Part of the NIS's job is to determine these distinctions. Certainly their decisions concerning the details of a product's construction, or its chief use or value can makes a big difference in the rate of duty an importer must pay, and in fact, may affect the importer's decision whether or not to import a particular item.

The exchange of opinions and final decisions concerning Classification and Value are communicated to all United States ports of entry through the Customs Information Exchange (CIE). Another branch of New York's Commercial Operations Division, CIE serves as a network for import infor-

mation. The NIS's evaluate the reports of import transactions, then their decisions and recommendations on quota, classification, appraisement, fraud, marking and trademarks are provided, through the CIE, to other regions and to Headquarters (via Internal Advice requests, Headquarters letters and Protests for Further Review).

Also, the NIS is authorized to issue classification rulings on prospective transactions, known as binding rulings. Thus, uniformity is effectively maintained throughout the country on all items for Customs and the import community.

The NIS provides national leadership in organizing and presenting national commodity seminars, often requiring up to a year's advance preparation, and for scheduling on-site field trips, speakers from the business/industry community, etc. A recent national seminar on textiles and wearing apparel, held in Dallas, was coordinated by four NIS's—Michael Crowley, Eileen Crowley, Gerald Shea and Bruce Kirschner. The conference focused upon the growing problem of textile fraud.

National import specialists have broadened the scope of their roles as advisors on trade and Customs procedures to include foreign and developing nations interested in modernizing their customs laws and operations. NIS Eric Franke spent 3 months last year in Jakarta, Indonesia, as a member of a U.S. Customs Team helping Indonesian officials devise a new value law.

NIS's have been called upon to participate in the development of the Harmonized Commodity Description and Coding System. This international nomenclature is the basis for a new U.S. tariff to be implemented January 1, 1988. The Harmonized System will also be the foundation for the national tariffs of countries who are our major trading partners. A universal trade language and statistics, vital to world trade negotiations, will result. NIS's have traveled to Brussels to participate in these meetings.

The vast array of merchandise entering from all countries of the world makes New York a principal commercial center of the United States. From this vantage point, national import specialists bring a sharpened awareness and a specialized intelligence to fulfilling one of the prime missions of the Customs Service—the facilitation of trade. □

NIS Eric Franke received native Indonesian attire—the hat, blang-kon, a batik shirt and sarung—while a member of U.S. Customs foreign trainer team. The team spent 3 months in Jakarta helping Indonesian officials write a new value law.

Janet Rapaport is the Public Affairs Officer in Customs New York Region.

The NIS for watches, Lou Pirapato, assisted the Justice Department in preparing a landmark case involving the tariff classification of battery-operated quartz analog watches.

Commissioner Announces New Executive Assignments

Commissioner of Customs William von Raab has announced a number of executive appointments in recent months.

At the Assistant Commissioner level, Samuel H. Banks has become Director of the Office of Inspection and Control (I&C). Regional Commissioner Edward F. Kwas is moving from the Southeast Region into the position of Regional Commissioner for the New York Region.

George D. Heavey has assumed the position of Regional Commissioner in the Southeast Region. William R. (Blue) Logan has become the Regional Commissioner in Customs Southwest Region.

Joining Kwas in the New York Region is Peter J. Baish, the new Area Director of the New York Seaport.

Garnet J. Fee will become the Assistant Regional Commissioner for Operations in the Southeast Region. Alice M. Rigdon moves from District Director of Los Angeles to Deputy Regional Commissioner of the Pacific Region.

At Customs headquarters, Charles W. Winwood is assuming the number two position in I&C, becoming Deputy Assistant Commissioner.

Samuel H. Banks—The new Assistant Commissioner for I&C began his Customs career as an inspector in 1971. After assignments at the San Francisco and Oakland seaports, he moved into district headquarters as a special projects officer.

In increasingly responsible positions, Banks moved to headquarters, San Francisco, back to Washington as Director of the Office of Cargo Enforcement, then to New York as Area Director for the JFK Airport Area.

Edward F. Kwas—In 1965 Kwas joined the Customs Service as an inspector in New York. He rose through the ranks in New York and later San Francisco to become a supervisory inspector, then took an operations officer position at headquarters.

Continued advancement brought Kwas back to New York as Area Director of the New York Seaport, then Assistant Regional Commissioner for Operations. In 1985 Kwas was appointed Regional Commissioner of the Southeast Region. Just a year later Kwas has assumed the position of Regional Commissioner for the New York Region.

George D. Heavey—Heavey started his Customs career in 1970 as a special agent in the Office of Investigations, a position he held until 1976. During that period, he was temporarily assigned to foreign training under the Cabinet Committee for International Narcotics Control (CCINC), Department of State.

From 1976-78, Heavey served as the Customs Representative at the El Paso Intelligence Center (EPIC). He moved to New York in 1981 when he was selected Assistant Area Director (Inspection and Control) for the New York Seaport. Afterwards, Heavey served as Acting Director of the Intelligence Division and staff director for the National Narcotics Border Interdiction System (NNBIS) in the Northeast Region.

Heavey was appointed Director of the Office of Intelligence in 1985, the position he vacated in becoming Regional Commissioner for the Southeast Region.

William R. Logan—After service with the Immigration and Naturalization Service (INS), Logan joined Customs in 1975 as a special agent in San Diego. In 1980 he moved to Miami where he was instrumental in the development, implementation and management of Operation Greenback.

Logan came to headquarters in 1983 and was appointed Director of the Financial Investigations Division. In 1984 he was selected as Deputy Assistant Regional Commissioner (Enforcement) for the Pacific Region. The following year he was appointed Deputy Regional Commissioner in the same region.

In March of this year Logan moved to the Southwest Region where he served as Assistant Regional Commissioner (Enforcement) prior to his appointment as Regional Commissioner.

Peter J. Baish—In a farflung Customs career, Baish has seen service from Honolulu to our preclearance facility in Toronto, Canada. He started as an inspector in Buffalo in 1970, then took a supervisory inspector position in Toronto.

After service in headquarters, he was appointed Assistant District Director for I&C in Honolulu in 1978. In 1983 Baish became Assistant Regional Commissioner for Operations in the Pacific Region, the position he is vacating to become Area Director of the New York Seaport.

Garnet J. Fee—Fee began his Customs career in 1971 as an inspector in Chicago. Promotion brought him to headquarters in 1974 as a program manager for the Office of Inspection and Control.

In 1982 he was selected as District Director for Mobile, Ala. He returned to headquarters in 1983 as Director of the Office of Passenger Enforcement and Facilitation. Fee was appointed Director of the Office of Cargo Enforcement and Facilitation in 1984, then Deputy Assistant Commissioner of the Office of Inspection and Control last year.

Alice M. Rigdon—Another former inspector, Rigdon joined Customs in 1971 as an inspector in San Francisco. After becoming an import specialist, she came to headquarters as an operations officer in 1977.

A stint as Acting Area Director for the New York Seaport was followed by service as District Director for Los Angeles, starting in 1983. She will stay in Los Angeles in her new position as Deputy Regional Commissioner for the Pacific Region.

Charles W. Winwood—After service in the U.S. Army, Winwood joined Customs as an inspector in Miami in 1972. Promotion to supervisory inspector was followed by stints as regional operations officer, then director of Airport Operations for Miami International.

Winwood served as Director of Inspection & Control for the Southeast Region from 1981-83 when he was selected Assistant Regional Commissioner for Operations in the Southeast Region. His new position brings him to Washington, D.C. as Deputy Assistant Commissioner of the Office of Inspection and Control. □

One of a Kind:
Ordnance Specialist Mark Humphreville

From the prone position, Humphreville aims rapid fire at targets 300 yards away, firing 10 rounds in 70 seconds.

When Mark Humphreville is doing one of the things he does best, he's behind a 13-pound rifle with a set of iron sights and firing at a target 1,000 yards away. That's equal to the length of 10 football fields or the height of a 300-story building—if there were one.

It's a king-size target, 72 inches square. But at that distance, it looks no bigger than the nail on your little finger. To spot it unaided takes an eagle eye. Telescopic sights are usually verboten.

Not only can Humphreville see the target, nine times out of 10 he can squeeze off a shot that hits almost dead center—a bull's-eye only 20 inches in diameter.

To do that, he must take into consideration gravity, how hard the wind is blowing and from what quarter.

There's no time for prolonged deliberation as he performs this feat. He'll have to fire 20 shots in 30 minutes or less.

How NRA Rates Him

Humphreville is classed as a "high master" by the National Rifle Association. That means, on average, he'll score 97 points or more out of a possible 100 in a highpower rifle match.

He's almost in a class by himself.

NRA records include 48,078 highpower rifle shooters from the lowest category, marksman, to the highest, high master. Only 327 other riflemen, with Humphreville, are in that top class.

Humphreville is not only a rare marksman, he is also an expert on the design, choice, upkeep and use of weapons.

His selection as the U.S. Customs ordnance specialist reflects the agency's commitment not just to law enforcement, but to the safety of all Customs personnel.

After law enforcement service in his home state of South Carolina, he worked in product engineering, design and then special projects at the Army Small Caliber Weapons Laboratory in Dover, N.J. He was hand-picked as test director of small arms and automatic weapons for Aberdeen Proving Ground, the nation's foremost research and development center for arms and ammunition, in Aberdeen, Md. From there he came to the U.S. Customs Service and wound up at its Service Academy in Glynco, Ga.

"I was trying to work my way South to get closer to home which is Spartanburg, S.C.," he explains, "and I overshot the field."

So what does an ordnance specialist do for Customs?

I write the firearms and ammunition specifications that are approved by the Commissioner. I perform tests and evaluations on equipment. I try to keep apprised of all the latest materials on the market to help determine the best

way for our people to go.

The big problem I find in government is everybody says we must buy low bid. What they forget is that we are going low bid to a specification. I've heard of government agencies that buy weapons on specifications that don't even require that the gun be capable of firing. Or there is no requirement for the ammunition to feed in a specific weapon.

Agencies tend to buy on descriptions. They will pick a gun they want and then they will try to figure out all the features of it and write a so-called "general" description knowing nobody else makes the identical gun.

Your average Department of Defense requirement on a weapon is 10,000 rounds. This includes law enforcement type weapons, not just military weapons. One semi-law enforcement entity recommends a 1,200 round life on a gun with minimal structural integrity requirements beyond the ability to get the bullet out the barrel. If we had such a specification, we would have to buy everyone a new gun or rebuild one every 8 months.

Basically 1,200-round might be OK for a gun strictly for home defense, but when you are going to ask someone to risk his or her life on it, it doesn't pass. We want quality, durability, reliability, nothing less.

After five rounds rapid fire, Humphreville reloads in the sitting stage to continue the string.

Humphreville demonstrates sitting rapid fire position.

Do we buy custom-made guns or do we buy them off the shelf?

We don't really care whether the gun is off the shelf or not.

When our specification was finally drafted, no over-the-counter gun met the standard. Either the grip shape was wrong, the sights were wrong, the initial round requirements wouldn't hold up or something. We demand that it be reliable and durable. That is the bottom line. We have a responsibility to get the best guns we can get for our people.

It is not going to be the most popular. It is not necessarily going to be the lightest, but what we want is the highest probability that when we pull the trigger the gun is going to go the first time and every time. We had a requirement for a lighter weapon, however Smith and Wesson indicated they had to make it this heavy. A waiver was granted.

The big problem is when they engineer handguns they do not think of the female hand or the guys with small hands. They build them for gorillas.

So what we did—our gun has a round butt so that we can fit the women. You can put big grips on a small frame but you can't put small grips on big frames. So with this gun, we are fitting better than 85 percent of our people initially. We try to get the biggest cross section of people fitted with one gun and one grip and just change grips to fit the gorillas.

So now we are trying to get our equipment standardized?

Right. Approximately 3 1/2 years ago, management decided to create this position because we had such a mass of equipment out there of all different vintages, manufactures, everything.

Is this something that reflects the Commissioner's interest?

His, plus a number of the enforcement people. Their big complaint when they went to the range was they had to have another car for all the odd ammo and all the odd guns we have out there. Just to carry all the odd ammo out to the range presents a logistic nightmare. So they wanted someone to say what guns to keep and what guns to get rid of.

Basically we have an excellent shotgun. The gun that we have fielded in the largest number is the Remington Model 870.

Of the handguns that I saw on a tour of the Mexican border for the Commissioner, 90 percent should have been replaced. Their mechanical conditions were totally unacceptable. So we have

decided to have a standard Customs handgun. Everyone in the Customs Service authorized to carry a gun will have the same basic weapon.

How long will that take?

Depends on the funding. Gramm-Rudman has really hurt us. We are hoping to have it done in 3 years.

The specification that we are buying will give us a minimum life of 10,000 rounds. We figure with quarterly qualification and monthly practice, that represents an 8 1/2 year life. And we are getting the gun cheaper than any other agency is paying for a similar handgun now. It was a competitive bid as both Sturm, Ruger and Smith and Wesson were qualified and submitted weapons meeting our specifications. Smith and Wesson bid us a good deal on this gun.

How would you describe the handgun?

It's a Smith and Wesson L frame revolver, 3 and 4-inch barrel. This 6-shot, 357 magnum has been totally redesigned to meet Customs endurance requirements. It is known as the CS1.

What is the advantage of the magnum?

Basically to disable the human body. In law enforcement we have to have a gun with instant incapacitation. We want the bad guy to stop what he is doing right then—cease and desist.

So you don't want to shoot him with a 22?

No. You make people real mad with that. The problem with most of your handguns is that the handgun cartridge will not reliably stop a human in the vast majority of instances.

Even if you hit a person through the heart, if the person is very mad or charged up, he will have a minimum of 10 seconds when he can do something to you before his brain gets the word that something really bad is happening down below.

In some instances guys have taken five or more rounds of 38's or whatever and are still on their feet. There have been instances, I understand, where better than 20 rounds of 9 mm ammunition were put into people before they were stopped.

I was talking to one of our agents the other day who'd been in a shooting. He shot two men in a convenience store, missed one round, put two rounds in each of them, and they ran out the door on him. One was later located, but they haven't found the other one yet. He is still running somewhere.

According to the wound ballistic specialist, to instantly incapacitate a person with the handgun, the spinal cord must be severed or crushed with the projectile or by a secondary fragment from the spinal column. Or the cranial vault must be penetrated. A shot or shots not having enough energy to penetrate possibly heavy outer clothing and the body mass will stop just under the skin in many cases and have little or no incapacitation effect.

This is particularly true of the smaller pocket automatics and small revolver cartridges. To quote one surgeon I heard speaking on this subject, "Big bullets make big holes." To do this, the handgun projectile must expand quickly and yet retain high levels of energy deep into the body area. The small automatics and revolver calibers do not fill this requirement. The 357 Magnum Controlled Expansion type projectile is judged to be the minimum cartridge that will retain enough energy to penetrate the spinal column after passing though the torso. This is the kind we'll use.

I listened to the personal account of an officer on a raid armed with a .223 caliber rifle. He hit a door and upon entry found himself looking down the business end of a 45-automatic. He took three rounds while getting off a shot with the .223 rifle and didn't realize he had been hit until after it was over. The most damaging shot was in his knee area and yet he was not knocked down as many think will happen when hit with this weapon.

The moral of this story is the handgun is a personal defensive type weapon only and should not be relied upon for offensive operations. My personal choice is the 5.56mm rifle with the M855 cartridge that we are now fielding in large numbers followed by the shotgun.

How many long guns would we normally use?

Just guessing, we are looking at probably a total of 3,000 to 3,500 long guns in service. Rifles and shotguns. Our standard rifle will be the AR15 system and its variations.

You've been a member of several top flight rifle teams since 1976. Right?

Yes, I made my first team in 1975 in tryouts for the 1976 Palma Team. I made the 1978 Dewar Team and then in 1982 I pulled off a real rarity—made both the Palma and Dewar Teams.

To my knowledge, only six people in the United States have made both teams in the last hundred and some years.

The U.S. International Dewar Team consists of the top 20 smallbore riflemen in the United States in a given year. The Palma team includes the top 20 long-range riflemen in the country. For riflemen, long range is 600, 800, 900 and 1,000 yards.

The Palma team match is very prestigious. This challenge rifle match was started in 1876 to commemorate the 100th anniversary of the United States. At that time the challenge was between the United States and England.

Anyway, the 1976 team hosted the Bicentennial match. Twenty-man teams came in from Canada, England, Australia, New Zealand and South Africa. Wouldn't you know the first international team I made would be involved in the Bicentennial.

We won, the U.S.A. team. Which was a tremendous thing, because it is bad enough losing homecoming but losing homecoming on the 200th anniversary of the country is worse. We were under the gun, so to speak.

As it worked out, I tied another guy for third high score fired out of all six nations. So we had the identical score. The top five shooters came from the U.S. team.

So let's get back to Customs. Where are we going with handgun training?

We would like to establish a Customs advanced training center where we can do specialized training. The average person coming out of Glynco has just met the minimum basic qualifications. They are by no means combat wise or fully trained.

We want to get into more realistic training—that duplicates actual combat type shooting that you will run into in the street.

In rapid fire competition, the marksman starts in standing position, shoots five rounds sitting, reloads, then fires another five rounds—all in 60 seconds.

The name of the game is safety. Don't shoot yourself. And don't shoot the guy next to you. We want to duplicate streets and areas as close as we can because that is the best way to train someone.

Try to get them there—in stressful situations. One of the ways to produce a stress situation—the dry mouth and the wet hands and everything—is to have a very high, but obtainable standard. We don't want scores to drop down.

I would like to have a qualification program where people who rate expert have something like $50 a month additional pay and if they drop out of the expert category they lose the pay. Unfortunately budgeting wouldn't allow it.

When a man or women is thinking about $50 a month extra, things can get real exciting when the person is trying to qualify. It would tend to add to the strain.

The image I would like to project for Customs is twofold: The highest standards are set and maintained. Also, Customs does not buy or issue any inferior ordnance material to its people. We buy the best for the best. □

Humphreville demonstrates the prone slow fire position for targets 600 to 1,000 yards away. He uses the telescope not to shoot, but to see what he's hit.

At the NRA National Matches in August, Humphreville repeated a triumph, winning the Palma individual championship for the second year in a row.

South Central Region

The Success of "Bayou Blue"

by Liz Orgeron

What began as a good operational proposal from the New Orleans District Contraband Enforcement Team (CET) became a full-scale enforcement effort involving every law enforcement entity committed to the mid-Louisiana coastline parishes bordering on the Gulf of Mexico. (Parishes in Louisiana are known as counties in most other states.)

Operation Bayou Blue became the cohesive factor joining the enforcement efforts of seven law enforcement agencies with a major common goal—detection and seizure of illegal narcotics entering the United States through the miles of waterways along the porous coastline of Louisiana.

This Black Hawk helicopter awaits boarding by a surveillance team for flight over the Gulf of Mexico.

In setting up the operation, New Orleans CET team members developed vessel and drug trafficking leads along the Vermillion-Iberia Parish coastline, discussing the plan with the local Sheriff's officers, Louisiana State Police officials and Customs officers in the area. Using information and resources provided by the Resident Agent's Office in Lafayette and with the cooperation of the U.S. Coast Guard and U.S. Army Corps of Engineers, a plan was devised to drop a search net over a tri-point area from Freshwater Bayou Locks across Southwest Pass to Cypremort Point.

Early on the morning of May 31, the small but comfortable water's edge community of Cypremort Point was stirred by the sound of Louisiana State Police and Iberia Parish Sheriff's Office vessels leaving dockside with combined enforcement teams from several agencies. Their destination was the 60-foot Customs vessel *Tina Ann* (now renamed) and the U.S. Coast Guard Cutter *Point Spencer* out in Southwest Pass.

Assisted by local and state enforcement officers, these teams boarded and searched every moving vessel approaching the coastline in that area. The *Point Spencer*, with Customs personnel aboard, patrolled in the Gulf of Mexico while "Huey" and Black Hawk helicopters from the New Orleans and Houston Air Support Units participated in surveillance of air and marine traffic in the area.

At the Freshwater Bayou Locks and from operation headquarters provided by the Corps of Engineers, additional Customs teams with Vermillion, St. Martin and Allen Parish narcotics officers were following the same procedures directed toward vessels entering and leaving inland waterways via this lock system.

There was a feeling of excited expectation surrounding the operation. Extensive intelligence work had been done and the presence of drug trafficking in the area had been confirmed. The united front presented by these law enforcement agencies was appreciated by the local citizenry and the boating population of the area. They said so, commending the officers for their efforts and encouraging continuation of such activities. Some even provided their knowledge of the local traffic. The message was out, spoken more often in the soft Cajun-French language than in English. Customs had pulled them all together and together they would better control the flow of illegal narcotics and contraband into and out of the community and country.

It was a good message. Customs would do it again—maybe joining forces in other equally vulnerable areas along the U.S. coastline. The media liked the message, too. They came with television cameras and note pads and carried the story across Louisiana and into neighboring states.

As too often happens, the smugglers had also heard the message but did *not* like the news. And for the most part, they stayed away from the targeted area. No major seizures were credited

to Operation Bayou Blue. It was considered a successful operation because of the interagency and intra-agency cooperative effort, the intelligence and vessel trafficking information obtained from the operation and because the people of the community knew a joint force of enforcement officers had spread across the area to protect them.

But two days after the three-day operation ended, the Coast Guard was notified of bales of marijuana floating in the Gulf of Mexico. The next day, the same. And more later in the week.

Without a doubt, Operation Bayou Blue had had some effect on the vessel trafficking pattern in the area. □

Liz Orgeron is the Public Affairs Officer for Customs South Central Region.

CET Inspector Bob Melton, aboard the Customs vessel *Tina Ann*, scans the Gulf of Mexico for boats approaching the Louisiana coastline.

North Central Region

Explorers Charter Chicago Chapter

by Cherise L. Mayberry

On the evening of June 19, 1986 U.S. Customs Law Enforcement Explorer Post #9706 in the Chicago District became official.

The Law Enforcement Explorers who had completed the Customs Basic Training Course graduated with full pomp and circumstances receiving certificates of completion and having their badges pinned on, for the first time, by designated family members and Customs inspectors.

The chapter's charter was presented to Chicago District Director Richard Roster, Post Advisor/Customs Inspector Bonita Braugher and Explorer Leo Sandoval in a formal ceremony held near O'Hare Airport in Chicago.

Keynote speaker honors were given to North Central Regional Commissioner Richard McMullen, who delivered a serious message to the Explorers, Customs employees and invited guests. The following passages are excerpts from that address:

"Today a move is underway by some marijuana and cocaine smugglers to shift their operations from the southeast to the southwest border of the United States. Right now the service is gearing up to respond to the U.S./Mexican border drug threat with a major interdiction effort involving our Inspection and Control, Enforcement and Intelligence divisions.

"In recent years, our high tech program, Operation Exodus and commercial fraud program, Operation Tripwire, have been gaining momentum until now we are experiencing tremendous caseload increases plus a record number of convictions of those person who choose to trample on the law.

"Our child pornography task force is very active also. Not too long ago we were involved in a case of not only child pornography but child torture, here in the Chicago area. It is indeed gratifying to know that Customs is working closely with state and local authorities as well as foreign governments to apprehend the domestic recipients and foreign distributors of this illicit material. I am pleased to announce that the number of child porn cases which are prosecuted is on the rise and these individuals are doing hard time for possession of kiddie porn, and in a few cases have ducked the penalties only by committing suicide.

"But perhaps most important is the job that our Customs inspectors are doing right here at the borders on the front line. Considering today's international climate, the threat of terrorism has somewhat changed the way we do business at our ports of entry. By virtue of our border search authority, the Customs inspectors are tasked with the awesome responsibility of guarding against a treacherous and extremely unpredictable enemy, who want nothing better than to import their brand of violence and terror to our shores.

"Never before has there been such a need throughout an entire nation for enthusiastic individuals, such as yourselves, to join the ranks of the law enforcement community. If what I have learned during my 27 years of service is any indication, I can assure you a very interesting future with the U.S. Customs Service." □

Cherise L. Mayberry is the Public Affairs Officer for Customs North Central Region.

Customs Cameos

Beverly Weise: Classifier/Investigator

by Tom Sheehan

"I believe very strongly in my mission," says Customs Personnel Management Specialist Beverly Weise. "I feel that if you really believe in what you're doing, things will just fall into place for you." And in doing something in which she really believes—"helping the deserving people of Customs"—she recently performed a service, not only for those she was trying to help, but for her agency and her country as well.

It happened back in August of 1985. Beverly was traveling to different regions, performing desk audits of Customs Air Officer positions. The Office of Personnel Management (OPM) had announced that it was going to downgrade the positions, and Customs was trying to justify the levels at which they were currently being filled.

Weise was reading over a case assigned to Billy Lytle, a Pacific Region air officer, when a name popped out at her. It belonged to a suspect in a case she had reviewed during an earlier audit in the South Central region.

A check of her records revealed similar patterns in the two cases. The suspects would move their aircraft to different hangars every 3 months. Then, after a year, they would sell them.

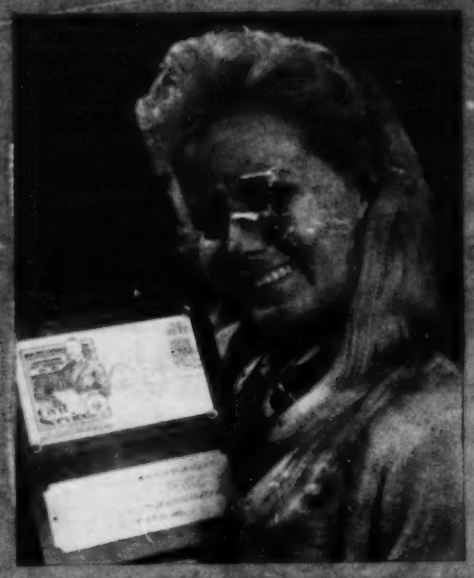
It became apparent that the Customs officers were dealing with members of the same criminal organization, rather than several pilots working independently. And Beverly's suspect, according to Billy Lytle, "was like the chairman of the board."

Because of the size of the operation, Customs turned the case over to the President's Organized Crime Drug Enforcement Task Force. To date, three aircraft have been seized as a result of the ongoing investigation.

As for the agency defense of the air officer positions, OPM has agreed with Beverly's findings—that the air officers positions should continue to be filled at their present grade.

In January the Classification and Compensation Society presented Beverly with the first David C. Johnstone Award for Excellence in Position Classification. In honoring her, they noted her contribution to her agency's law enforcement mission, as well as her work in the field of position classification. □

Tom Sheehan works for the Technical Services Division as a physical sciences technician.



Customs Lawyer Elected to USS Council

by Karen Andrysiak

Director Edward B. Gable, Jr. of the Carriers, Drawback and Bonds Division at Customs headquarters has been elected to serve a two-year term on the Council of Trustees of the United Seamen's Service (USS). Gable joins the company of such notables affiliated with USS as AFL-CIO President Lane Kirkland and Congressional Representatives Helen Bentley (R-Md.), Mario Biaggi (D-N.Y.) and Lindy Boggs (D-La.).

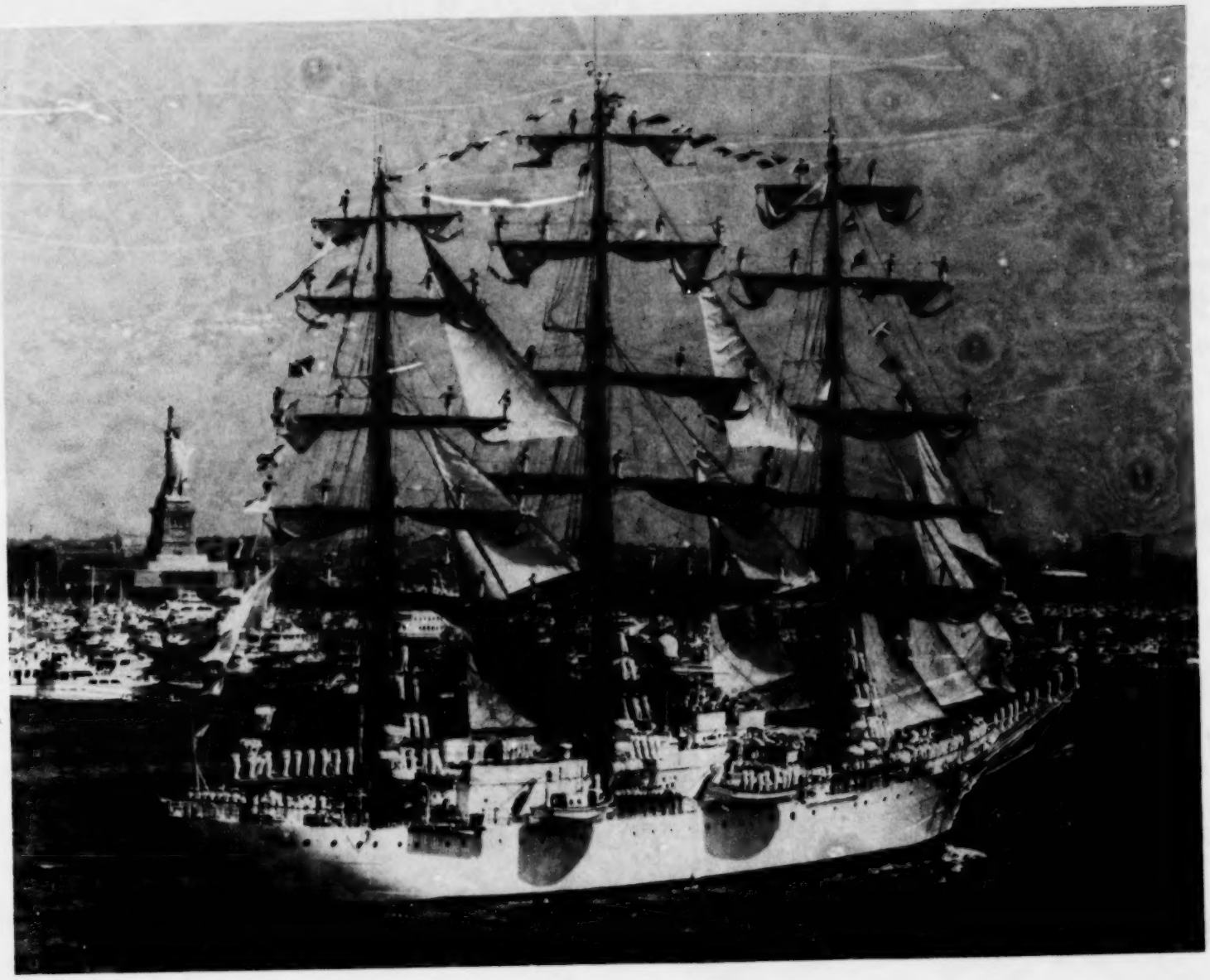
The United Seamen's Service is a voluntary American organization which provides health, community and welfare services for American seamen in foreign ports and to the military in support areas. The USS operates residential and recreational facilities in areas throughout the world, including locations where seamen may face hostile or isolated environmental conditions.

The Personal Services Division, located at USS headquarters in New York, provides location, consultation and referral services for a seamen's family members.

Gable began his Customs career in March 1958 as an attorney in the Penalties Branch. He has held numerous positions within other Customs legal offices, including Carrier Rulings and Entry and Licensing.

Always interested in maritime law, Gable has been affiliated with lawyers, Members of Congress and organizations such as the United Seamen's Service for many years. A graduate of Villanova University and Georgetown University Law School, Gable also served in the military police in the United States Army. □

Intelligence Research Specialist Karen Andrysiak is working in Customs Fraud Investigations Center.



"Happy Birthday Liberty"

by Janet Rapaport

The face that launched a thousand ships July 4th weekend was our Lady of the Harbor, the Statue of Liberty. For 100 years she's beckoned hopeful dreamers of freedom. In celebration of her birthday, the ships and boats kept coming, filling our harbor and hearts with heraldry, patriotism and good old-fashioned spirit.

From the deck of the aircraft carrier *JFK*, our eyes and cameras recorded the stately Tall Ships, their colorful pennants waving, their crisp white sails billowing, their sailors saluting as the flotilla paraded past the Lady being honored.

The New York Customs Region played an integral part in the Statue of Liberty celebration. Customs had been preparing for the event since 1984, working with the Operation Sail '86 committee and with more than 40 other Federal, State and local law enforcement agencies.

The star of Customs fleet of 11 vessels which patrolled New York Harbor from June 28-July 8 was Blue Thunder, a 39' 440 twin-horsepower catamaran, on loan from Customs Southeast Region, along with her three-member crew.

A high-tech counterpoint to the Tall Ships, Blue Thunder demonstrated Customs commitment to marine enforcement and narcotics interdiction throughout the Liberty Weekend.

In addition, Blue Thunder's high-speed pursuit power made her a natural for the role of command and response intercept vessel in New York Region's assist to the U.S. Secret Service for Presidential protection.

The huge task of clearing hundreds of foreign vessels participating in the event, the processing of thousands aboard them and the strong enforcement support provided by the New York Region helped to ensure a memorable Liberty weekend. □

—Joe Roberts
National Rifle Association

—Photo courtesy Tony Gibson
Federal Law Enforcement Training Center

—Joe Roberts
National Rifle Association

In a coup for U.S. Customs, Inspector Charles Grabbedin (accepting congratulations in bottom photo) beat out 800 contenders to win the National Rifle Association-IACP National Police Revolver Championship in late August. Another inspector, Joe Parker (top right, with rifle), was named 25th Anniversary Aggregate winner in the service revolver category. U.S. Customs finished fourth in that team competition. At the 1985 NRA National Matches, Ordnance Specialist Mark Humphreville (top left, interviewed inside) won the prestigious Palma individual rifle championship.